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ABSTRACT

The emphasis of a formative evaluation research study was on identifying exemplary linkage arrangements between the Comprehensive Employment and Training Act (CETA) and education service providers in Virginia. The study had two primary phases: the case study phase (an exploratory and issue-generating process) and the judicial evaluation model--JEM (clarification of relevant linkage concerns). During phase 1, 38 interviews were conducted with CETA prime sponsors and educational providers to explore CETA/educational linkage issues through open-ended questions. In phase 2, the four stages of JEM were implemented: (1) issue generation through a case study of CETA and educational linkage providers; (2) issue delimitation through a statewide mail survey of CETA prime sponsors, Regional Operations Centers, and educational representatives; (3) argument preparation by case analysts/presenters; and (4) clarification forum, a hearing/panel of testimony on two issues--contrasts between client- and system-centered linkages and linkage intensity. Following discussion of the methodology and findings, five policy implications for CETA/education linkages and seven recommendations are delineated. Reaction to panel findings is also discussed. Appendixes, amounting to over one-half of the report, include interview instruments, questionnaires, and related materials; JEM report of nonparticipant observer-documenter; issues background paper; and panel presentations. (YLB)

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A CASE STUDY AND JUDICIAL EVALUATION OF CETA / EDUCATION LINKAGES AND THEIR TRANSFERABILITY

FINAL REPORT
November 1980

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CHAPTER I
INTRODUCTION

During the decade of the seventies social scientists in general, and educational researchers in particular, have increased the quantity of their research concerning human resource management and public policy issues. This widespread attention on these subjects has resulted in numerous studies focusing on governmental responses to social and economic problems. Much of this activity has been the result of an increased interest among public officials and program administrators, and the emergence of a more sophisticated public regarding social programs and program accountability. Questions are continually being asked about whether or not a program is being implemented as intended, whether it is achieving the desired impact, and whether it should be continued, terminated, or modified in some way. Thus, evaluation research has become an increasingly important tool for establishing milestones by which to assess current efforts as well as for planning and program development.

Before evaluation findings can be used, however, they must be organized or integrated and their message extracted. The end result is that social scientists can then use the data gleaned from evaluation research to plan for the future. The emphasis of this formative evaluation research study was on identifying exemplary linkage arrangements between the Comprehensive Employment and Training Act (CETA) and education service providers in the Commonwealth of Virginia.

The Substantive Problem

The Comprehensive Employment and Training Act (CETA) of 1973, as amended in 1978, is one primary example of a manpower program which uses a multifaceted strategy. CETA provides funding for public service employment projects, for training and placement programs, and for private non-profit groups and corporations to train and hire "hard core" unemployed persons. In addition, the CETA program marked the beginning of a major effort to decentralize the policy-setting, decision-making, and financial control of employment and training programs from the U.S. Department of Labor (DOL) to state and local governments.

With national attention centered on employment and training policy, the focus of research and development on issues of local program operation is certain to remain important at all levels of government throughout the 1980's. As a result, there appears to be a growing interest in and need for knowledge about, and utilization and dissemination of, successful products and practices of local policies and linkage activities. Documentation of successful linkage efforts and activities is indeed very timely, as exemplary program arrangements and procedures are identified for review and replication.

Employment and training policy has incorporated a large number of incremental responses to deep-rooted social and economic problems; however, there has been little consensus regarding the extent to which such efforts can and should emphasize social or economic goals or both. Without such consensus, the relationship of job training and employment to other interests, (e.g., education, growth and stability in the economy, and the reduction of poverty) remains nebulous. Without greater clarity

as to that relationship, the potential for effective training and employment policy programs may not be fully realized. Hence, successful linkage activities and the procedures involved needs to be clearly delineated and accurately described. Assuming that such description is possible, measuring the impact and community acceptance of program aspects may have great practical value. It seems likely that both prime sponsors and linking agents would have an interest in ascertaining the relative status (strengths and weaknesses) of linking program arrangements.

A fundemental objective of CETA is to overcome program fragmentation by customizing service delivery to local needs. To date, there appears to be no basis for determining whether this can be effectively accomplished through the mechanism of locally-controlled programming. However, over a period of time, local, state, and federal officials in a region could determine which performers and arrangements provide the best training and service outputs.

Study Objectives

This twelve-month study was organized around two primary phases. Phase I (the Case Study Phase) was conducted during the first four months of the study, while Phase II (the Judicial Evaluation Model) was implemented during the latter eight months. Phase I was essentially an exploratory and issue-generating process and included the following objectives:

1. To conduct a meta-analysis of available literature on CETA/educational linkage issues to identify relevant stakeholder concerns.

2. To develop a conceptual framework for documenting exemplary linkage arrangements and issues.

3. To test the conceptual framework through a survey of prime sponsors and education providers.

The complex and interactive nature of the variables relevant to employment and training programs makes it difficult to accurately identify significant factors in the evaluation research process. The implementation of the Judicial Evaluation Model (JEM) was adopted by the principal investigator as an approach to clarify further the relevant linkage concerns of these stakeholders. As developed by Wolf (1975, 1979), the JEM is a four stage process. In the first stage, relevant evaluation issues are identified. In the second stage, these issues are delimited and a subset of issues agreed upon to form the subject matter of the hearing. In the third stage, opposing case analyst prepare their cases to be presented to a panel of experts. The final stage is the clarification hearing itself and the generation of panel findings. The specific objectives for Phase II were as follows:

1. To delimit the key linkage as ranked by stakeholders in a statewide mail survey.
2. To implement the JEM on selected linkage issues.
3. To synthesize and generate a final research report regarding linkage arrangements and their potential for transferability.

The general methodological approach for studying CETA linkages and their transferability in this study integrates social science techniques with an educational evaluation model. The overall design included a coordinated effort to manage a statewide data collection plan which involved field interviews, a mail survey and implementing the JEM. The project staffing utilized faculty members at Hampton Institute and Virginia State University, and a consultant from the personnel division at the National Aeronautics and Space Administration. The planning, monitoring and quality control mechanisms were the responsibility of the principal investigator Dr. Ronald L. Braithwaite, Director of Research and Evaluation Consultation at Hampton Institute.

CHAPTER II
REVIEW OF LINKAGE LITERATURE AND META-ANALYSIS

A review of the national and state literature on linkage was the principal objective of the meta-analysis. The linkage concept is not new. Legislation emanating from the Manpower Development and Training Act (MDTA) of 1962 included the linkage concept to combat structural unemployment among adult populations displaced from the labor force due to automation. MDTA later expanded its goals to include the disadvantaged worker and youth populations. The birth of CETA in 1973 recognized the need for educational linkages to assist in the local training of targeted individuals through the involvement of community colleges, proprietary schools, community-based organizations (CBOs), and local education agencies (LEAs); and to complement a decentralized CETA system.

Special contracts were awarded under the Governor's Grants to linkage contractors for purposes of assessing the impact of linkages and measuring their success in meeting CETA goals. The Governor's Employment and Training Council (GETC) became the conduit for reviewing and awarding educational linkage grants and for continuous reviewing of program operations of the prime sponsors. Several linkage studies and evaluations were the result of contracts awarded in FY 1979. This meta-analysis reviews the findings and recommendations of these attempts which gauged past linkage efforts and fostered success in program arrangements.

The decentralized structure of CETA includes local provisions for training the targeted CETA populations. The availability of existing service deliverers to administer employment and training services to the

CETA client is essential in establishing linkage partnerships. The compilation of an inventory of potential service deliverers interested in providing classroom training, on-the-job training, work experience, and other related services (e.g., outreach, intake, orientation, counseling, job development, employability assessment, and vocational exploration) is a DOL requirement of prime sponsors. Such a listing is intended to facilitate prime sponsor utilization of local training facilities through linkage arrangements.

The remainder of this chapter is organized into two sections: The first reviews the national linkage "state of the art," and the second depicts the more recent research and development activities within the Commonwealth of Virginia.

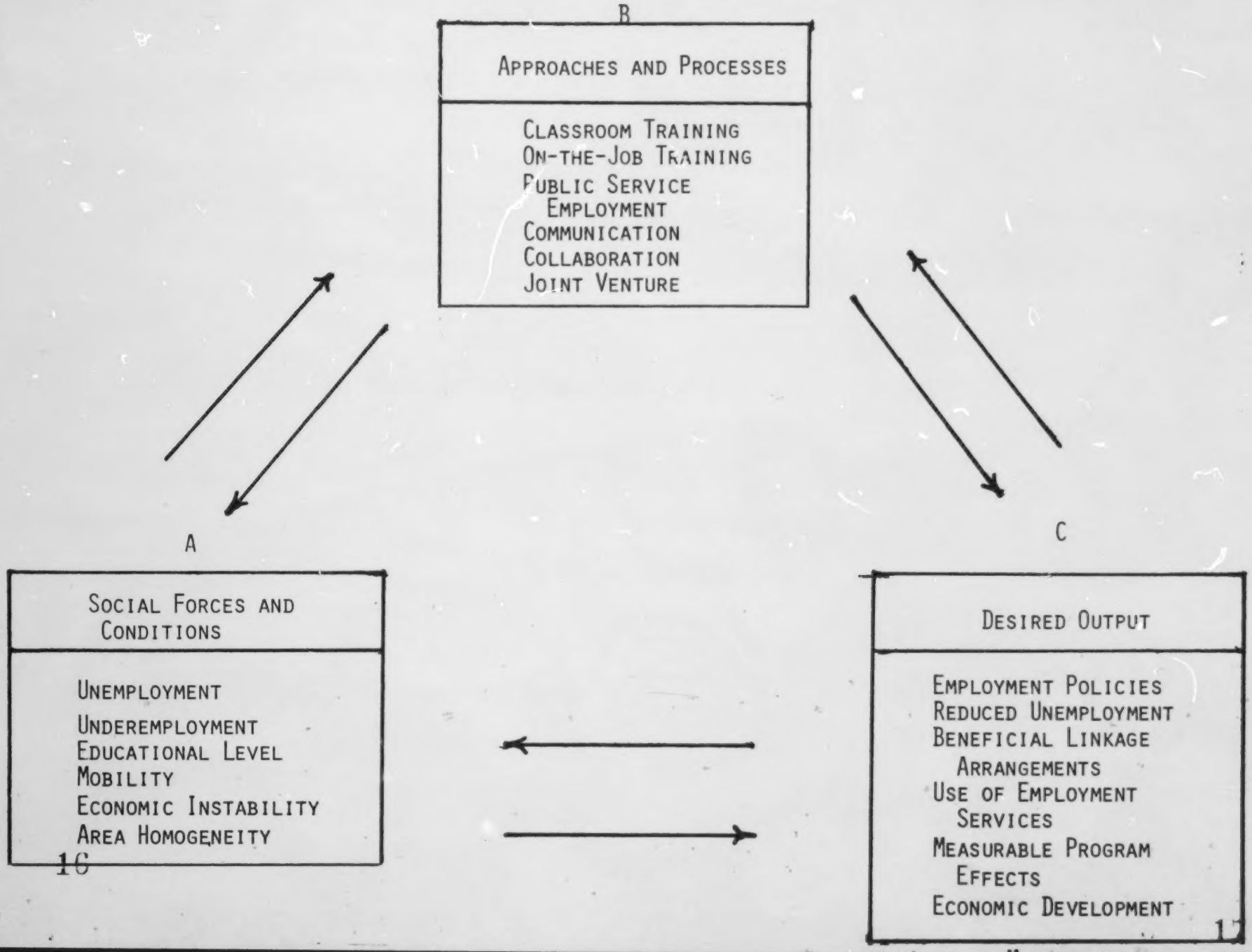
The National Linkage -- "State of the Art"

Linkage is supported in Section 676.7 of the CETA regulations (1979) through the establishment of a broadly-based planning council which is representative of significant segments of the eligible CETA population. This section of the regulations suggests that interaction between eligible population segments will stimulate communication on the development of specific services meeting individual client needs as the result of joint planning. Planning council representatives and those introduced through the selection of educational providers, as noted in Section 676.23, are referred to as "stakeholders" and through them CETA is linked to different training institutions.

Many prime sponsors (PS), i.e., local governments with populations of 100,000 persons or more, extend contracts and memoranda of understanding to local educational stakeholders to provide classroom training, on-the-

job training (OJT), public service employment (PSE), and work experience to complement the CETA system and enhance maximum employment opportunities for economically disadvantaged CETA clients who suffer from poverty, educational retardation, cultural disorientation, and racial discrimination. Furthermore, those clients who are referred to as "hard core" disadvantaged are victims of psychiatric and psychological problems, arrest and conviction records, physical handicaps, and related problems of anti-social behavior (U.S. Department of Labor, 1978). It is through formal and informal linkage arrangements between stakeholders that the linkage process can be evaluated through its focus on policy considerations.

A policy linkage is the effect of social forces and conditions on organizational processes and behaviors, and the subsequent feedback of (political and governmental) organizational processes and behaviors on environmental forces and conditions. Dye (1978) concludes that the policy linkage model is the thinking man's response to demands for relevance. The model is based upon the occurrence of policy formulation, policy implementation and policy impact. The general policy linkage model as depicted in Figure 1 portrays the phenomenon of environmental and organizational interaction. In the case of CETA/education linkages, the phenomenon at point A represents the need for assistance to impact unemployment, underemployment, educational levels, mobility constraints, economic instability and so forth. Point B represents the institutional (LEAs, CBOs, skill centers community colleges, proprietary schools, and the private sector) processes and approaches to rendering services to the target population for impacting problems related to the social forces and conditions. Point C


B
Approaches and Processes
Classroom Training
On-the-Job Training
Public Service Employment
Communication
Collaboration
Joint Venture
A
Social Forces and Conditions
Unemployment
Underemployment
Educational Level
Mobility
Economic Instability
Area Homogeneity
C
Desired Output
Employment Policies
Reduced Unemployment
Beneficial Linkage Arrangements
Use of Employment Services
Measurable Program Effects
Economic Development

represents desired changes in conditions listed in Point A while relying on the approaches depicted at Point B. The policies and approaches undertaken at Point C eventually filter back to the other network components while impact is studied and evaluated. National linkage projects will typically include aspects of the above model in assessing human service delivery programs. The processes and behaviors of organizations incorporated into the Dye Policy Model assumes that inherent organizational problems can be minimized. It is understood that there are goal and operational differences to be surmounted during the process of impacting the conditions and environmental forces identified in Figure 1.

Youth and adults receive significant attention through targeted linkage agency activities resulting from environmental forces and conditions. High unemployment levels and poor educational attainment due to demographic, sociological, and economic factors impede accelerated success in the labor market (U.S. Department of Labor, 1978). Furthermore, amidst the staggering unemployment rates of Black youth -- which exceeded 37.1 percent in 1977 -- a sense of urgency prevailed, hence leading to the passage of the Youth Employment and Demonstration Projects Act (YEDPA).

While very little relevant occupational information is available to students, teachers, and counselors about local market needs, youth have continued to enter the after school labor market facing a myriad of opportunities with inadequate assumptions about work expectations. Parnes (1975) concluded that youth generally lack career education information which aids their attempt to become mainstreamed into a predominantly adult work setting. This information includes: (a) general labor market information; (b) specific labor market information; (c) information on

how to search for and find a job; and (d) information on an employer's behavioral expectations. These factors contribute to the unemployment rate among youth.

Although unemployment includes structural and cyclical components, Anderson and Sawhill (1980) suggested that the most important factors in any component are the level of skill training and the availability of non-labor opportunities. Since relatively few youth have been able to acquire specific on-the-job training, the linkage transition from school to work continues to be complex and difficult.

From the ninth grade onward, high school students are classified according to scores achieved on tests (Evans and Galloway, 1973), and are placed in academic, vocational, or general education curricula commensurate with the purported measure of ability (Reynolds, 1978). Whether ability measured or skills taught to students should correspond to required labor market skills is a difficult determination in light of measurement bias typical of standardized assessement instruments used with special populations.

Constant fluctuation in the labor market makes certain skills obsolete. As changes become evident in technological advances, economic policies, consumer buying habits, and business relocation, many adults find themselves unemployed. The opportunities for moving up the skill ladder frequently depend on education or training certification obtained during formal matriculation in school or on-the-job training which suggests the need for an accreditation linkages.

Collaborative arrangements acknowledge prescribed goals of linkage stakeholders as joint programs channel their clients into the labor market. The collaboration process insures the participation of various institutional representatives who are vested with responsibility, resources, and influence to deal with the transition process between training and employment. Furthermore, it attempts to accomplish jointly what could not be achieved by any single program or organization. A 1977 report by the National Institute of Education concluded that the collaborative process is based on the sum of its parts. Although the report did not specifically mention CETA/education linkages, the components of the collaborative process were described in terms that facilitate relationships with industry and education. These components include: (a) an organized activity with an agreed upon policy for its conduct; (b) the participation of education, business, labor, etc.; (c) the expectation of significant achievement; (d) an involvement in the improvement of the transition arrangements; (e) the development of an agenda of substantive action; and (f) a prioritization of agenda items and planning toward program implementation.

Mandates for inter-agency collaboration in the Vocational Education Acts of 1963 and 1968 and the Comprehensive Employment and Training Act (1973) have not been fully implemented. However, nationally, the Youth Employment and Training Program (YETP) has stimulated collaborative attempts through the 22 percent set-aside provision. A study by Wurzburg and Coleman (1979) further revealed that the forces necessary for genuine collaboration have been set into motion through the mandatory CETA/education linkage, and that numerous postures are assumed through the linkage rela-

tionship. The impact that the mandatory funding of linkages has on the school to work transition is acknowledged by this study. However, "the 22 percent set-aside is a useful starting point for improving CETA/LEA relationships and for developing institutional complementarity; but that alone is not sufficient for obtaining the level of results demanded by existing program goals." Although this is the first attempt to foster successful linkages through a prescribed mechanism, the study concludes that the notion of linking employment and training is neither radical nor novel.

The establishment of linkages by Congressional legislation demonstrates that the federal government has acknowledged the need for CETA/education coordination and joint venture. Joint venture depends on the flexibility available in the system. Whether or not agencies can operate in the linkage capacity depends primarily on the roles of the linkage, the nature of services offered, and the service participants. Furthermore, successful implementation depends on the degree of client interaction required in planned service delivery, rule specificity, linkage structure, agency climate, and autonomy (Cassell, 1977). Barnette (1979) advances that there must be an understanding of project purposes, procedures, and roles in the linkage venture and states:

> If the linkage is based on an already existing linkage, then, to the extent that the purpose and operation of the linkages are similar to those in the past, there may be less probability of negative influences on those forces....If the new link is different than previous linkages, a great deal of effort may be needed to make sure that the new functions are understood and agreed upon by linkage stakeholders and that communication based on the nature of the new link results.

The Virginia Linkage Studies

The term "linkage" has been differentially defined and conceptualized. Social Research Associates (1979) of Richmond, Virginia, has defined linkage as "productive working relationships that occur because of genuine exhortations." Reynolds and Baldwin (1979), on the other hand, advance that linkage "Is a means to an end and not an end in itself, -- each linkage partner must understand the goals as well as the formal and informal structures of the other to be effective." A successful linkage occurs when the prime sponsor and its counterpart utilize more than one type of linkage activity (Wortman and McGough, 1979b). The latter investigators suggest that successful linkages are achieved when five of the following seven linkages have been obtained: (1) behavioral, (2) communication, (3) planning, (4) policy, (5) programmatic/operational, (6) financial, and (7) structural.

Virginia linkage relationships are built upon the ability to maintain effective and meaningful communications. The more organizations understand and anticipate the accommodations needed to be made in their own structure and functions, the more successful they will be in adjusting their planning and integrating CETA projects into their overall operations (SRA, 1979). A nomination survey used by Wortman and McGough (1979b) revealed that communications between linkages stakeholders and CETA occurs through informal telephone contact, regular meetings with the contract supervisor, and membership on a committee of the CETA Advisory Council. Communications strategies include a means for effective and non-threatening information sharing; otherwise, complicated problems with interpreting CETA rules and regulations result.

Program coordination is the result of cooperative planning. The primary objectives of the DOL/CETA regulations are to provide training, increase informational exchange, and develop models of success through the coordination of linkages between CETA and education. The coordination of training services is basic to the linkage concept. Since bureaucratic structures of educational service deliverers differ from CETA program structures, the flexibility of the service providers to accommodate CETA intricacies is critical to effective linkage pairing in Virginia.

There is a consensus in the literature over the past few years regarding the barriers to effective educational linkages. Many of these problems are fairly universal. For example, with the aid of federal, state, and local representatives, Reynolds and Baldwin (1979) noted that the problems of CETA program educational linkages can be divided into three categories: (a) "universal" -- problems that are inherent in the attempt to move unemployed people (particularly the disadvantaged) into unsubsidized employment; (b) "purely local" -- problems that are mainly matters of politics and personalities; and (c) "particular, but recurring" -- problems that involve fiscal regulations.

While most Virginia linkages studies made recommendations to encourage better educational linkage relationships, previous methodologies have focused on barriers to linkage relationships. In contrast to the methodology of the present project emphasize upon formative issues that aid in the establishment of successful linkage relationships. Reynolds (1979) advances that successful linkages occur because CETA administrators and educators are genuinely interested in providing training and employment opportunities for their clients and have developed good working relationships.

A review of four linkage studies funded by the Governor's Employment and Training Council (GETC) has provided data for the meta-validation process, and includes the identification of linkage barriers by three projects that focused on CETA/educational linkages, i.e., (a) problems with the twelve-month funding cycle; (b) insufficient start-up time and money; (c) an administrative burden in reporting; (d) a lack of strong state coordination; and (e) a lack of knowledge and information exchange. Two other studies agreed that the following were barriers: (a) the attitude of CETA clients compared to that of the traditional clients; (b) program operation and CETA influence; (c) difficulty in the evaluation of appropriate placement; (d) interfacing problems due to the planning process; (e) a lack of clear, easy-to-read CETA rules and regulations; (f) cash-flow problems caused by short-term funding; and (g) communications methods.

The abovementioned linkage barriers were synthesized from selected linkage studies. They do not reflect the multitude of problems which confront linkage arrangements. However, these issues have been generally accepted as barriers to effective linkage partnership formation. Other linkage concerns have emerged from the comprehensive review of the Virginia CETA/education linkage literature and include the following:

1. Reimbursement time
2. Negative CETA image
3. Fear of getting stuck with staff after program termination
4. Class size projects compared to individual referral
5. Goal incongruence
6. Bureaucratic structure
7. Increasing school attrition
8. CETA floods the market with CETA clients
9. Communications methods
10. Lack of incentives
11. Turf
12. Poor financial management
13. Short-term training focus
14. Fiscal calendar year differences
15. Staff turnover
16. Unique problems with economically disadvantaged applicants

17. Difficulty of hiring short-term qualified training instructors
18. Labor market uncertainty
19. Resistance to change
20. Inadequate technical assistance
21. Political climate
22. Internal problems

In summary, this review of linkage literature and meta-analysis provided a conceptual framework for the further development of the study. The issues identified in the literature as being most critical to the success of CETA/educational linkages were noted and formed the basis of the approach taken toward refining the research methodology for this inquiry and development of the phase two JEM framing of issues.

CHAPTER III
METHODOLOGY

A two-phase research approach and methodology was used to implement this study. Phase I (case study) began in October 1979, and spanned a three to four month period. Phase II involved preparation and implementation of the Judicial Evaluation Model (JEM). Included as a part of the Phase I methodology are descriptions of the instrumentation, sample, data collection procedures, criteria for determining key issues, and the data analysis plan. The Phase II methodology includes a description of planning procedures; phases of the Judicial Evaluation Model and how they were accomplished; and the activities related to staff linkages. Additionally, the project staffing plan is presented as a part of the methodology, since staffing was a critical component in the implementation of the JEM.

Phase I Methodology

Given the three objectives of Phase I, most of the tasks involved exploratory data collection to acquire pertinent information regarding the key issues within the statewide employment and training environment. Much of our efforts focused on collecting descriptive information about the programs and the linkages operative between prime sponsors and educational contractors. Hence, one task was to develop an instrument to collect pertinent information regarding typical organizational linking patterns, modalities and arrangements for program implementation, rele-

vant linking issues, and the types of services offered by the various organizations. This phase of the methodology involved planning, clarifying, and incorporating expectations of both the stakeholders and the GETC.

A. Procedures

Recognizing that many of the prime sponsors were recently inundated with requests from various contractors, coordination with the educational linkages project officer at the GETC became critical. Therefore, it was agreed that she would coordinate the contact vis-a-vis an explanatory letter introducing the project and its staff to each of the prime sponsors. The GETC contact with prime sponsors and Regional Operations Centers (ROCs) was followed up by a letter from the principal investigator in an effort to arrange an initial appointment for that personal interview.

Additional procedures included the following: (a) a GETC review of the questionnaire and procedure in mid-March 1979, (b) a mailing of the anonymous response survey, along with a stamped return envelope in late March, (c) a follow-up post card mailing to the entire population since less than a 50 percent response rate was observed from the first mailing by the 4th of April and (d) the tabulation of results in early to mid-April. During this planning period, the research staff searched for articles and references regarding educational linkage and synthesized human resource reports from both federal and private organizations.

B. Sample

The sample drawn for the Virginia Case Study included all 10 CETA Prime Sponsors (PS) and all five Regional Operations Centers (ROCs) within

the Balance-of-State Prime Sponsor. Since all possible educational service providers could not be included in the interviews, three of the fifteen PS/ROCs were randomly selected to represent the CETA linkages -- a 20 percent sample. This non-probability sample refers to contracted service providers in the Fairfax and Peninsula Office of Manpower Programs (Prime Sponsors) and the Farmville (ROC) areas. These areas were chosen for diversity in geographic locations, urban-rural settings, and the types of clientele served. Within each of these three areas, organizations representing each type of service provider were included in the sample, e.g., LEA, skills center, community college, proprietary schools, and community-based organizations. Additionally, each area Virginia Employment Commission (VEC) office was contacted, and an interview with key staffers was conducted. Other contracted (or former contractors) service providers who were not interviewed were noted as "referrals," or as additional linkage stakeholders to be listed and were scheduled to receive a mail questionnaire on CETA/educational linkage issues.

Interviews were also conducted with other educational organizations outside of the 20 percent sample areas. These interviews served as pilot data and provided a check on the linkage experiences of organizations outside the 20 percent sample. Another group of respondents rounded out the sample. These were state-level organizations -- such as the State Department of Education, and the Virginia Employment Commission -- which play several roles in CETA linkages.

C. Interview Instrument

The principal investigator and Research Associate formulated and developed an initial interview schedule. Questions were derived from planning sessions, meetings with representatives from the Governor's Employment and Training Council, and from information obtained during the case study. These activities enabled the staff to set realistic boundaries for the scope of the inquiry. An early meeting with the project officer was particularly useful, and as an outcome an appropriate sample for the initial interviews was obtained. The final sample consisted of persons from the ten Prime Sponsors and the five ROCs within the balance-of-state, a representative sample of educational service providers to include LEAs, proprietary schools, skill centers, community-based organizations, and community colleges.

To avoid bias in presentation, the instrument was structured with open-ended questions concerning linkage issues. This approach allows for the maximum "owning" of issues by the interviewees. A prime sponsor-oriented instrument would not reflect the total linkage perception and an education dominated instrument would have similar limitations. To avoid prejudicial disclosures in separate instruments, it was decided to incorporate both points of view in the same instrument. An open interview format was used. To allow room for question modification and determination of relevancy to specific questions, the schedule was used as a guide rather than as a fixed format. For example, a question regarding the current funding formula was considered to be irrelevant in the educational setting, since general tax dollars generate educational opportunity funds. Similarly, classroom management questions were not applicable for CETA and/or Prime Sponsors, and thus were not used. This

double usage of the questionnaire allowed flexibility with both linkage groups, while using the same common questions. The final interview schedule is shown in Appendix A. Identifying information is headlined at the top of the instrument, followed by questions which included linkage content in the areas illustrated in Figure 2 on the following page.

D. Field Interviews

Interviews were initially conducted by the Principal Investigator, Consultant, and Research Associate. The interviews took place at the organizational offices of the respondent. All of the Prime Sponsor (PS) directors were available for the interview with the exception of one PS and ROC director. In these two cases, a staff planner represented their respective directors. Interviews with the Directors of the Prime Sponsors and ROCs also included an Assistant Director in one case, and two staff planners in another. In the latter case, the Senior Planner was particularly knowledgeable due to the fact that she serves in the contractor capacity. In the two cases where a planner substituted for a director, one such arrangement was made in advance. In the second case, we were referred by a Director to a staff planner who was managing a crisis which necessitated his immediate attention. In both cases, these referrals were very well informed about CETA educational linkages, with one of them participating in a similar GETC-funded study in 1979.

Persons completing interviews are listed in Appendix B, while additional linkage stakeholders identified by the interviewers are listed in Appendix C. These "referrals" were obtained at the conclusion of the

NATURE OF THE ORGANIZATION	DESCRIPTION OF CLIENTS SERVED	LINKAGE FACTORS	DOCUMENTATION AND EVALUATION ISSUES	REFERRALS (IDENTIFICATION OF ADDITIONAL LINKAGES, STAKEHOLDERS
(a) type of organization (e.g., prime sponsor; skill center), (b) key actors within the organizational area including state advisory and local service providers of contractors, (c) staff size and specific roles or involvement of CETA-related staff if different from overall staff, (d) role perception of organization by local community.	(a) population description (e.g., sex, race, age level), (b) procedures (e.g., screening, eligibility, training allowance), (c) factors affecting long-term employability, (d) CETA titles pertinent to population served.	(a) identification of numbers and types of CETA/education contracts, (b) contract development and modifiability, (c) characteristics of successful linkages; transferability, (d) problems in creating or maintaining linkages, (e) identification of related issues (e.g., who, why, what).	(a) feelings about types and adequacy of documentation, (b) client follow-ups, (c) program effectiveness.	(a) contact name, (b) position. (c) organization, (d) location.

FIGURE 2 -- MAJOR AREAS OF INTERVIEWER INQUIRY

interviews with Prime Sponsors and Regional Operations Center Directors. On the basis of either current or former relationships, they recommended specific individuals whom they thought were knowledgeable about CETA programs. This listing of "stakeholders" was compiled and updated as additional names were obtained.

In many locations, contact was established with the referral persons or agencies before the project staff departed from the meeting locality. This served to maximize benefits from being in the field and meeting some of the additional actors in the areas. Many of the referrals included persons or agencies who were active training providers in the given jurisdictions. In addition, a broad base of stakeholder contacts was desired for completing later aspects of the project.

E. Key Issues Determined

An initial stage involved soliciting feedback on the issues generated from the case study, and to determine both: (a) the existence of bi-polarity of attitudes and perceptions on each issue; and (b) the relative importance of each issue to various types of stakeholders. The questionnaire developed for this survey is shown in Appendix D. Questionnaire items asked for a rating of the validity of each identified issue as a major factor affecting successful linkages. A ranking of the relative importance of these was then requested, and, finally, the respondent's role in the linkage. The non-probability sample selected to receive this questionnaire included over 320 CETA stakeholders (e.g., prime sponsors, local education agencies, proprietary schools, community-based organizations, community colleges, and skills center representatives).

The major focus of the interview and the most relevant results of the case study involve respondents' views on issues affecting the success of CETA/educational linkages. To aid in the conceptualization of the issues raised, the responses to all linkage questions were first aggregated and subjected to a content analysis. The result yielded twelve different types of linkage issues. The study generated by the Manpower Project Staff at Northwestern University (Cassell, 1979) provided well conceptualized categories of factors affecting linkages. A number of the Cassell categories showed a close fit to some of the factors affecting linkages in this case study. In analyzing the interview data, Cassell's (1979) six categories (i.e., confusing and conflicting regulations, communications methods, turf, information issues, goal incongruence, and internal problems of agencies) were adapted to fit the Virginia data, which also were organized into six categories (i.e., program outcomes, staff knowledge and expertise, program characteristics, funding cycle problems, interpersonal characteristics of staff, and administrative actions). The twelve key issues formulated (see Table I) thus reflect both the empirical case study data and the Cassell categories.

The next task of Phase I was to select one or two key issues and utilize these to promote discussion, interaction, and facilitation of linkages among Virginia stakeholders in Phase II. The selection of key issues necessarily involved the linkage stakeholders since they must be meaningfully involved. That is, they should "own" the issues. These issues should be bi-polar and should reflect divergent perspectives. Therefore, a two-stage process of issue selection was used to maximize the selection of meaningful issues appropriate for this study.

A factor analysis was used to cluster issues that stakeholders perceived as being correlated. The eigen values indicated that only four factors were needed to account for 100 percent of the variance. Of these, the first accounted for 57 percent of the variance, and 90 percent of the variance was explained by the first three factors. The factor pattern is displayed in Table II and suggest that Factor 1 involves a Personnel/Program interaction cluster. It included the issues of Program Outcomes, Program Characteristics, and Staff Interpersonal Characteristics, and perhaps, Staff Knowledge and Administrative Actions. Factor 2 was clustered and labeled with a Regulatory factor Problem, since it included the Issues of Confusing Regulations, Funding Cycle problems and Goal Incongruence and role confusion. Factor 3 included only the issue of Turf.

TABLE 1

Issue Rank of Importance

Ranking	Issue
1	Confusing and Conflicting Regulations
2	Communications Methods
3	Funding Cycle Problems
4	Program Outcomes
5	Staff Knowledge and Expertise
6	Information Issues
7	Administrative Actions
8	Program Characteristics
9	Turf
10	Goal Incongruence and Role Confusion
11	Interpersonal Characteristics of Staff
12	Internal Problems of Agencies

F. Method of Analysis

It was desirable that the one or two major factors (issues) for further study: (1) be recognized as being important by most stakeholders; (2) display high variability among the survey participants; and (3) be involved in supporting those linkages that were considered successful. Ranking the issues as indicated on the returned survey was an obvious method to determine the importance of each of these issues to the stakeholders. The results of this analysis are displayed in Table I. It was still necessary to reduce the number of issues and identify those issues where there were substantial disagreements (variability) regarding their contribution to successful linkages.

In order to identify those issues that facilitated successful linkages, the answers to the first part of the survey employed a five-point Likert scale, where a "one" indicated SA (strong agreement) and a "five" indicated SD (strong disagreement). Then the standard deviation for each issue score was examined. It was thus determined that the degree of disagreement as indicated by score standard deviations was very similar for all issues. This was confirmed by an Analysis of Variance for each issue. These showed no significant disagreement ($p < .05$) between stakeholder groups relative to perceptions of how the issues support linkage success. However, the variance was large for all groups indicating that much disagreement of opinion existed between the various stakeholders regardless of group membership.

TABLE II

Factor Analysis of Score Indicating Agreement on Issue Contributing to Linkage Success After Rotation with Kaiser Normalization

Issue in Order of Importance Ranking (N=225)	Factor 1 Personnel Program Interaction	Factor 2 Regulatory	Factor 3 Territoriality	Factor 4 Agency Management
Confusing and Conflicting Regulations	0.05	-0.62*	0.06	0.62
Communications Methods	0.20	-0.24	-0.04	0.08
Funding Cycle Problems	-0.04	-0.50*	-0.11	-0.41*
Staff Knowledge and Expertise	0.48*	-0.12	-0.05	0.07
Program Outcomes	0.55*	-0.05	0.08	-0.08
Information Issues	0.35	-0.01	-0.18	-0.36*
Administrative Actions	0.43	0.03	-0.09	0.15
Program Characteristics	0.57*	-0.03	-0.07*	-0.24
Turf	-0.04	-0.03	-0.87*	-0.09
Goal Incongruence and Role Confusion	-0.01	-0.61*	-0.19	0.04
Staff Interpersonal Characteristics	0.56*	0.02	-0.18	0.09
Internal Problems of Agencies	0.24	-0.16	-0.29	0.38

* Factor Components

The results of the factor patterns led to a more thorough review of the initial case studies, since it was noted that questions on successful linkage factors had elicited separate issues from the barrier-type issues found in the linkage literature, including the Cassell data. Therefore, the case studies were scored for their frequency in mentioning each type of issue as a facilitator or barrier to linkages. The results are shown in Table III which summarizes the analysis. Factor 1 is the only one of the factors that includes facilitating issues (Program Outcomes and Staff Interpersonal Characteristics).

The findings emphasize the difficulty of achieving all the desired results of the selected issues, since only one or two: (1) were recognized as being important by most stakeholders; (2) displayed high variability among the survey participants; and (3) were involved in supporting those linkages that were considered successful. Since the third objective was deemed to be of prime importance, only the issues of Program Outcomes, Interpersonal Characteristics of Staff, and Information Issues were retained for additional review.

The objective of finding issues about which the stakeholders showed major differences of opinion was immediately satisfied, since all the originally chosen issues yielded a strong degree of conflict of opinions and ideas among the various types of stakeholders. It therefore remained to be determined those issues that were regarded as facilitators of successful linkages. Communications Methods and Program Outcomes were viewed as meeting all requirements and were accordingly selected to be the

TABLE 111

Issue Designation as Barrier versus Facilitator

RANKING OF IMPORTANCE	ISSUE	FACILITATOR (F) BARRIER (B)
FACTOR 1 -- Personnel - Program Interaction		
4	Program Outcomes	(F)
5	Staff Knowledge and Expertise	(B)
8	Program Characteristics	(B)
11	Interpersonal Characteristics of Staff	(F)
7	Administrative Actions	(B)
FACTOR 2 -- Regulatory Concerns		
1	Confusing and Conflicting Regulations	(B)
3	Funding Cycle Problems	(B)
10	Goal Incongruence and Role Confusion	(B)
FACTOR 3 -- Territoriality		
9	Turf	(neutral)
FACTOR 4 -- Agency Management		
3	Funding Cycle Problems	(B)
12	Internal Problems of Agencies	(B)
MISSING ISSUES		
6	Information Issues	(neutral)
2	Communications Methods	(F)

issues for further development in Phase II of the project.

The parameters of Program Outcomes were subsequently defined to include the following two issues:

1. CETA legislation mandates that client success be measured in terms of increased income, skill generation, increased job opportunities, and unsubsidized employment. A client-centered approach to services and linkages emphasizes the need of the individual CETA client for self-actualization, human development, and preparation for the world of work. By contract, a system-centered approch focuses on client employability in the development of services and linkages.
2. CETA educational service providers may utilize a range of high or low intensity linkages. The intensity of a linkage can be measured and expressed by the degree of centralization mandated by policy and the resulting impact on inter-organizational behavior. The following concepts describe varying degrees of centralization mandated by policy: low intensity (local focus, bottom-up planning, autonomous relationships, and flexibility) and high intensity (state or federal focus, top-down planning, subordinate/superior relationships, rigidity). The continuum from communications to collaboration to joint ventures represents the range of organizational linkage behaviors.

Phase II Methodology

The Judicial Evaluation Model (JEM) was first conceptualized during the early 1970's. After a number of implementations in social and educational settings, four well-defined stages have been identified.

These are as follows: (1) the issue generation stage, (2) the issue selection stage, (3) the preparation of argument stage, and (4) the clarification forum. In planning the four stages of the JEM, several critical activities were conducted in an effort to implement the model as conceptualized.

A. Stages of the JEM

- Stage I - The Issue Generation Stage

  This was the exploratory phase of our inquiry, and was designed to identify as broad a range of issues as possible. This was accomplished during our case study. A pool of issues emerged from the content of the interviews, through direct observation and source documents integration. These preliminary data helped to shape the course of the inquiry through the succeeding stages.

- Stage II - Issue Selection

  The issue selection stage involved reducing the pool of issues to a manageable size for presentation during the clarification forum. Sensitivity to the employment and training community's informational needs required a careful delineation of the most salient issues. Hence, the issue delimiting process was achieved through the statewide mail survey to CETA and education stakeholders in March 1980.

- Stage III - Preparation of Arguments

  This stage involved case building and the preparation for presentation of final arguments. Specific points of contention around each issue were developed by the case presenters so that each case presenter team would pose a distinctly different perspective.

At this juncture, witnesses were selected and re-interviewed relative to their anticipated testimony. Documents and transcripts were analyzed to refine lines of arguments and to develop evidence for the hearing. The goal was to give each side an opportunity to present opposing views, thus providing different perspectives on complex issues. During this stage, both teams shared their information and their respective plans of action, since the overall process was aimed at clarification and responsive policy formulation.

- Stage IV - The Clarification Forum

During this final stage of inquiry, a public presentation of the data was scheduled. The JEM hearing was scheduled on July 9th and 10th, 1980. All participants were notified and the staff received commitments from each of them to participate in their designated roles. The format for this hearing approximates that of a court of law. Case presenters for Issues One and Two made their cases based on the testimony provided by the selected witnesses. Direct and cross-examination of witnesses were major tenets of this implementation. Similar to a court of law, opening and closing statements were presented. A seven-member panel comprised of policymakers, citizens, and informed stakeholders was convened to hear and review the evidence, deliberate, and make appropriate recommendations on the issues.

The JEM implementation strategy also included a forum moderator serving in the hearing officer capacity who was responsible for enforcing the procedural rules of evidence and directing the scheduled flow of events. Additional responsibilities included

assisting the clarification panel in judging the adequacy of the evidence presented and in clarifying points of contention. The moderator instructed the panel on how to weigh the evidence and how to structure its deliberations. A panel facilitator was employed to help the panel to clarify points of confusion during the deliberation session and to weigh the evidence. In essence, the role of the panel facilitator was an extension of the forum moderator's function which was provided exclusively for the clarification panel.

B. Project Planning

The Principal Investigator and Research Associate were responsible for establishing bi-monthly staff meeting agenda from January through June of 1980. During these meetings, discussions of the following occurred: time lines, logistics, the status of issue development, the status of potential witnesses scheduled for interviewing, hearing rules and procedures, role clarification for principal participants, problem areas, and dissemination strategies. Additionally, in preparation for the JEM hearing, 14 articles depicting previous implementations were reviewed (See Appendix E).

In an effort to familiarize those participants within the employment and training community with some of the major aspects of the JEM, it became necessary for the staff to disseminate selected articles to raise the participants' level of awareness regarding its use and application. In addition to providing the interviewees with a copy of the project proposal and a copy of Wolf's article, "Trial by Jury," potential witnesses for the JEM hearing were also sent a copy of Wolf's article entitled "The Use of Judicial Evaluation Methods in the Formulation of Educational Policy." It was felt that these two articles would provide an adequate background for the parti-

cipants in preparation for the two-day hearing. Furthermore, panel members were also forwarded copies of the two Wolf articles, a glossary of CETA terms, and an article by George Wurtzburg and Dr, Joseph Coleman -- "Involving Schools in Employment and Training Programs for Youth" (May, 1979). Additionally, the Project Director and Research Associate prepared an article "Judicial Evaluation Model - Study of Linkages Under Way at Hampton Institute" -- which was published in the February 1980 issue of the CETA Educational Linkages Newsletter. This article was also disseminated to the potential JEM witnesses and panelists.

C. Staff Linkages

In an effort to acquire substantive information regarding critical linkage issues, several meetings were attended by the Principal Investigator and Research Associate. Specifically, on February 7-8, 1980, the project staff attended the 10th prime sponsor forum which convened at the Chamberlain Hotel in Hampton, Virginia. These two staffers also attended the 11th prime sponsor forum on June 26-27, 1980, in Williamsburg, Virginia. Two case analyst/presenters also attended a Virginia Polytechnical Institute and State University-sponsored CETA Educational Linkages Workshop which was held on June 16-17, 1980 in Norfolk. These three meetings enabled project implementers to meet many of the employment and training personnel within the state and to personally discuss linkage concerns and issues.

D. Staffing the JEM

Project staffing required the professional assistance of faculty consultants for implementing key roles of the JEM. Four case analyst/presenters were selected. Dr. Margaret Dabney, Professor, School of Education at

Virginia State University, was chosen because of her knowledge about programs for the gifted and disadvantaged; Dr. James Victor, Associate Professor of Education and Coordinator of Special Education at Hampton Institute and Dr, Ruth Montaque, School of Education, Hampton Institute, are both knowledgeable about research and evaluation models; Dr. Sam Massenberg, Personnel Division at the National Aeronautics and Space Administration, has served for the past six years on the POMP Area Manpower Planning Council and is knowledgeable about employment and training programs. The services of Mr. John Pyles, an experienced manpower consultant, were secured. He was previously contracted with DOL -- Employment and Training Administration to develop and install a National Demonstration Program under an inter-agency cooperative agreement. Mr. Pyles, an attorney by training, was an appropriate person for the hearing officer role.

The services of Dr. James Patton, Assistant Vice President for Academic Affairs, Virginia State University, were also secured. He was contracted primarily to function as a resource person for the panel members during the clarification forum. Dr. Patton has expertise in evaluating programs for the gifted and the disadvantaged. Furthermore, he has been involved with numerous state Title IV-C evaluations. Dr. Ronald Thompson, who served primarily as a planning consultant, was previously involved with the JEM at Hampton Institute in 1977. He is an economist by training and knowledgeable about economic and social phenomena. Several weeks prior to the implementation of the JEM, the services of Ms. Wei Li Fang, Evaluation Research Center, University of Virginia, were secured to fill the non-participant observer/documenter role. She was chiefly responsible for the written recording of the JEM proceedings and reporting her observations.

Several other resource staff persons were involved. Both Mr. Vincent Hale and Mr. Ron Ledzelter of Hampton's audio-visual staff volunteered to video tape the JEM hearing. Dr. Ruth Swann, Director of the Faculty Development Center at Hampton Institute was chiefly responsible for the logistics. Mr. Gerald Simon assisted in the statistical analysis of data. Ms. Julia French, Secretary for the Office of Research and Evaluation Consultation, was chiefly responsible for clerical support, and Mr. Philip Lucas, Research Associate, was principally responsible for assisting the Principal Investigator in all aspects of planning, implementation, evaluation, monitoring, and report generation for the project.

CHAPTER IV

RESULTS OF CASE STUDY AND JUDICIAL EVALUATION HEARING

Overview

Between October and December 1979, 38 interviews were conducted with CETA prime sponsors and educational providers in the Commonwealth of Virginia. These exploratory interviews addressed CETA/educational linkage issues through open-ended questions which were asked of the interviewees. The results of stakeholder responses are summarized in this section of the final report. Additionally, the JEM panel results from the July 9-10 hearing in Richmond, Virginia are described along with linkage arrangements identified as having a high potential for transferability.

Results of Prime Sponsor Interviews

Fifteen (15) interviews were conducted throughout the state with 13 executive directors of prime sponsor areas and two prime sponsor planners who substituted for their executive directors. Each respondent was asked to comment on the components of a successful linkage. Due to the open-ended nature of the question, many different responses from the interviewees were noted, and can be grouped under several categories: staff characteristics, program management, and perception of program.

The category of staff characteristics was identified by ten respondents (66 percent) as the reason for success in their program operations. Specifically, the following components of program success

were mentioned: (a) enthusiasm of staff, (b) flexibility of staff, (c) extra or added effort in the program operations, (d) aggresive staff, (e) willingness to go beyond the call of duty/education, and (f) good relationshisp with LEAs. Thus, the components of successful program linkages were described in terms of the interpersonal characteristics and expertise of the staff, and not in terms of traditional program operational criteria such as management functions or monitoring capability.

The actual linkage implementation process and expertise demonstrated by CETA staffs are directly correlated with successful program linkages as viewed by the prime sponsors. None of these respondents acknowledged that a monetary incentive was used for individual motivation that result in a successful educational linkage. However, seven (46 percent) stated that communication is important to facilitate linkage. In general, the interviewees claimed that the integration of educational linkage shareholders into the total program operation gives everyone a share in the measurement of success. This in turn fosters individual staff input and encourages added staff effort and dedication. Communications and information sharing are pertinent to policy changes, planning, and management of the program. The sharing of interpersonal staff characteristics through communications with linkage stakeholders creates familiarity with the total CETA process and encourages coordination between prime sponsors and educational training institutions to meet program goals effectively. The development of mutual respect and trust is the key to identifying the needs of linkage partnerships. These factors of compatibility between linkage stakeholders facilitate the reduction of barriers to linkage arrangements.

Seven respondents (46 percent) indicated that linkage cooperation results in client benefits. Thus, the coordination of stakeholder and CETA objectives will increase the benefits to CETA clients through available resource delivery systems. Client benefits, as perceived by respondents, can be described to include: (a) motivation of the client, (b) mainstreaming of the client, (c) availability of the eligible client population, (d) the client's self-concept, (e) OJT skill utilization by clients, (f) skill meshing and training, and (g) student counseling placement. One prime sponsor stated that, "the benefits to the client are based on the ability to accurately assess client needs, and a successful linkage is an innovative, non-duplicative program operated in cooperation with the educational agencies in the locality of the client." With the constant development of the CETA programming, respondents reported that the willingness of service providers to offer the most for the least, coupled with a continuous and relevant process, boosts contractual relationships. Furthermore, achievement of CETA goals was viewed as related to CETA's credibility in the local communities.

Prime sponsor respondents were when asked to identify components of an unsuccessful linkage. Unsuccessful linkages among six to eight respondents referred to specific components in the linkage relationships that affect CETA program outcomes. These factors are listed below.

- Absence of trust
- Lack of participation and/or disinterested stakeholders
- The "get all you can for as long as you can" attitude which is held by some educational providers.
- Projects which achieve marginal results
- A lack of communications

- A lack of common goals
- Adversary relationships and personality conflicts
- Administrative paperwork
- The cirsis nature of DOL policy changes
- Lack of prior planning
- Short-term placements
- Insufficient follow-up data on the CETA client

Other concerns revealed during the interviews with seven (46 percent) prime sponsors and ROCs were the lack of transportation and academic credit. While five ROCs (100 percent) were confronted with transportation problems. several attempted to contract with the LEAs to provide transportation for CETA clients. However, many LEAs declined the transportation contract due to the additional insurance burden imposed on educational agencies and the inability to schedule vehicle operators to meet on-going CETA transportation needs. This is acknowledged as a problem typical of rural areas.

Academic credit (ABE/GED) and certification programs were also ranked as problem areas. Some prime sponsors felt that many community colleges perceived themselves as traditional two-year degree programs. While conservative employers require some type of successful completion certificate from trained CETA applicants, many clients were not awarded certificates of academic credit.

Comprehensive Employment and Training Act (CETA) contracting procedures were also considered to be a problem area. Six of 15 respondents (40 percent) stated that their operations were hampered by: (a) the inability of LEAs to enter into a performance contract, (b) an inability to purchase placements from LEAs, (c) a lack of familiarity with CETA

contract procedures which were viewed as burdensome, (d) client assessment problems, (e) employability development plan problems affecting many clients who have been characterized as vocationally immature, (f) the administrative burden associated with CETA programs, (g) the crisis nature of CETA programs, (h) reporting requirements, and (i) attendance taking responsibilities.

Furthermore, the lack of CETA/LEA knowledge of each other's programs and lack of communications were problematic for 20 percent of the prime sponsors. The nonexistence of community-based organizations in certain geographical areas was noted as a limitation of their outreach capability. The decision-making hierarchy within the community college system was viewed as an access barrier for CETA programming. The surfacing of additional CETA monies for training during mid-year/mid-semester poses a problem for traditional community colleges, as does the inability of the clude the following: (a) double dipping by community colleges, (b) inflexibility of the LEAs, (c) the need for LEA input into the eligibility process, (d) attitudinal problems of economically disadvantaged clients, (e) urban/rural training needs, (f) conservative state political and social climate, (g) non-competitive OJT process, (h) geographical boundaries prevent close relationships, (i) conflict to provide alternative education (LEA compared to CBO), (j) inability to hire qualified staff for small class training, (k) turf, and (l) fiscal problems prevent short-range training.

Results of Education Providers Interviews

Twenty-three interviews were conducted throughout the state with representatives of community colleges, community-based organizations, proprietary

schools, LEAs, and skill training centers. These agencies and institutions represent educational linkage agents, and their views on program success, problems, and long-term employability are summarized herein.

In response to questions about successful linkage aspects, eight of 17 linkage stakeholders (47 percent) mentioned communications as the most important factor. Other less frequently mentioned factors were: (a) trust, (b) good prime sponsors management, (c) common interest and interest reinforcement, (d) constant contact, and (e) interagency relationships. Additional successful linkage considerations were based on the operational/implementational objectives of the linkage agencies. Four of 17 educational stakeholders (24 percent) agreed that an understanding of prime sponsors expectations and needs would promote coordination and cooperation among linkage agencies. Awareness of CETA regulations and their governing structures was also deemed appropriate for successful linkage arrangements. Knowledge of program offerings was perceived as a vital part of continuous and relevant linkage relationships.

The identification and assessment of occupational needs in the local linkage community was considered to be a necessary component of linkage success. Flexibility in meeting CETA demands was also viewed as important for successful arrangements. Several education linkage stakeholders stated that, "successful linkage result from placements, applicant retention, employer acceptance and transition into unsubsidized employment." One interviewee state that, "a successful linkage is on-going whether you have a contract or not." Another advanced that, "a successful linkage is achieved when the cooperation between two agencies utilizes the resources of each other."

Several interviewed LEAs mentioned that the lack of knowledge of prime sponsor training expectations and goals often resulted in what is termed unsuccessful linkages. Approximately 37 percent of sample responses support this claim. Furthermore, respondents felt their lack of knowledge about CETA program objectives was based on the lack of specificity of program regulations.

Many LEAs have indicated that their awareness of pending changes is not enough to offset resultant operational changes due to the LEA's advance planning cycle. Changes in staff, reporting, monitoring, requirements, and inconsistent program objectives were reported as barriers to successful linkage. The failure to assess and counsel CETA clients properly has also been labeled as a reason for unsuccessful linkage. The lack of occupational knowledge further complicates the assessment process. LEAs have observed that CETA goals are vital criteria for program success, but their efforts accommodate the intake process have been futile since LEAs are not involved in the eligibility and assessment management. This view purports that more LEA involvement during critical phases in the process can increase the awareness and knowledge base of program implementers and trainers. Moreover, more LEA input would lend extra support for the needs of the CETA client. One repeated complaint of LEAs was that they get many CETA clients with little or no prior knowledge of their expectations or their requirements to meet specific training needs. Regarding assessments, LEAs have remarked that some intake counselors feel that the assessment of CETA clients through the use of the DOL-sanctioned General Aptitude Test Battery or ABEL tests are inadequate measures of client ability, since they are based on "norm-referenced" groups of which economically disadvantaged applicants are typically not a part. Another

complaint was the "income transfer" notion that client perception of self and the awareness of program benefits cloud their real involvement in the program as some clients invariably "chase" federal program monies.

Additional LEA concerns included DOL modification of short-range objectives and the lack of supervision of LEA-implemented CETA training. Work duplication and error in judgment and management were also complicating factors in the linkage process. Several LEAs felt that they should be allowed to refer marginal participants who did not meet CETA eligibility criteria. One of the overwhelming responses associated with linkage issues was the administrative burden. Specifically, several interviewees stated that there is too much paper work associted with the CETA program. The reporting requirements further amplify the burden and were by far the largest complaint associated with CETA. Some community-based organizations have stated that the administrative burden of CETA is worsened by insufficient administrative costs. However, additional funding agreements were sought to ease the burden. Several CBO representatives indicated that they have had to contract with other agencies for advance funding so that they could implement the CETA program or ease the paper work burden.

Furthermore, the results of these interviews revealed the perception that the VEC certification process was "too long and too rigorous." Some LEAs suggested that many clients are lost in the shuffle during client certification, with the shifting from one office or agency to another. Perceptions of program operations were also cited as barriers. The school's failure to operate CETA programs without advance funding or the need for alternative funding once DOL or CETA pulls out has been problematic for some. School policy is such that the school must close out training

personnel at the end of the grant period and subsequently rehire these same individuals for the new grant year; this policy has posed problems with regard to the retention of qualified training personnel. Similarly, staff turnover was seen as very problematic. Moreover, concerns and perceptions expressed by this group of education providers indicate that: (a) program lag and start-up time are problematic; (c) counseling should take place prior to CETA program enrollment to address the holistic needs of the client; and (c) the inability to retain CETA applicants and the lack of coordination with private industry are problems. Still other concerns of the education providers pertained to the following:

- program accountability
- responsiveness of certain client segments
- client flow and funding utilization
- assessment
- intake policy changes
- program duplication
- turf, and
- the crisis nature of CETA.

The results indicate that some areas in the state are confronted with a non-competitive bid process due to the lack of training institutions in the local area, while other areas are confronted with numerous competing training providers. In the latter areas, providers who have demonstrated effectiveness have resisted competitive bidding.

Summary of Interviews

By design, case study approaches to social science research involve an exhaustive search of relevant historical and contemporary variables which

impact the phenomenon or the social unit under investigation. The thrust of this study was on CETA/education linkages and summarizes of selected aspects addressed during the case study interviews are detailed herein.

One observation made from the case study interviews which is consistent with the national literature regarding the distribution of the CETA population served revealed that approximately 57 percent of the various respondents (both education and CETA) indicated that the population which they served is 60 to 90 percent female. Sixty percent of the respondents indicated that 20 percent to 49 percent of their target population is comprised of male clients.

Recognizing that linkage agreements are typically formed through some types of formal contracting procedure, the research staff was interested in the actual contract processes involved in bringing linkage agents together. Most of the prime sponsors indicated that detailed statements of work and lists of deliverables accompanied all educational provider contracts. However, the respondents were asked to identify the arrangements or approaches used during the procurement of contracts. In response to this question, the respondents mentioned the use of RFP's (requests for proposals) 18 times, while unsolicited procedures were mentioned six times and performance contracts were cited seven times across the 38 interviews. The use of sole source contracts was mentioned only once. Some respondents indicated that other modes of procurement were used, for example, block grant-oriented procurement, class size procurement contracting, and non-financial arrangements. Twenty-five of 30 respondents who answered the question concerning whether or not contracts should be modified once they

were signed affirmed that contract modifications were typical. Two other questions will be summarized; the first involved the political climate in which CETA operates and its resulting impact on program implementation. The second addresses prime sponsor use of formal evaluation research studies to assess the impact of CETA programs on clients. Regarding the first question -- twelve of 27 respondents across CETA and education groups (44 percent) indicated that there were significant political climate problems regarding the implementation of the CETA program. Significant problems were interpreted to mean interference by political officials regarding the decision-making processes which impact on program operations; while fifteen of the 27 respondents (56 percent) indicated that no political climate problems were associated with their implementation of CETA activities. Regarding the second question -- twelve of 15 prime sponsors (80 percent) indicated that there were no formal evaluation research studies currently undertaken to assess the impact of the CETA program on project participants, while three (20 percent) indicated that there were such formal studies in progress. Regarding 10 education providers who were asked the same question, eight (80 percent) indicated that no such formal studies were being done, while two (20 percent) indicated that formal studies to assess the impact of program implementation on participants were in progress.

Due to the richness of the case study data regarding the evolution of linkage arrangements, the respondents were asked to explain the evolutionary nature of the linkage arrangement process in their area and how such arrangements were initiated.

The evolutionary process of linkage arrangements is chiefly the result of pre-CETA activities. Twenty-seven interviewees commented on this question and 12 responded that their linkages are the result of program services emanating under MDTA. Four respondents (14 percent) stated that their operations began with CETA, while three respondents (11 percent) identified memorandums of understanding and informal agreements as their beginning. Additionally, vocational education, personal overtures, unsolicited proposals, and information dissemination resulted in linkage arrangements.

Training curriculum varied from stakeholder to stakeholder. However, 20 respondents (74 percent) stated that their curriculum included clerical training (stenography, accounting, typing, filing, and bookkeeping); while 14 respondents (31 percent) offer ABE/GED classroom training. Twenty respondents mentioned building skills training areas (welding, masonry, electrical, plumbing, heating and air conditioning maintenance, sheet metal, bricklaying, and carpentry). Nursing/home health care received six mentions, and data entry/computer programming received four. Additional training areas included driver training, cosmetology, remedial education, security, bank teller, teacher aide, parks and recreation, urban technology, and social welfare.

Regarding perceptions of the CETA program by the other agents, several interviewees expressed that they were the "great provider" who is and a "catalytic change agent." Others see themselves as the "leading agency in the area," or as "aggressive assistants of prime sponsors or LEAs" which educate businesses. Other self-perceptions include that of "advocate for the poor, and deliverer of classroom training, education, and job placement."

Potentially Transferable Linkage Arrangements

During the case study phase of the projects, the research staff sought to identify successful linkages and/or arrangements between prime sponsors and educational providers. "Successful" linkages were those that included information regarding linkage arrangements with special target populations, planning efforts designed to circumvent traditional linkage problem areas, and activities in which CETA regulations were legally stretched to address an operational problem. Furthermore, the staff cnceptualized successful linkage arrangements as: (1) those that had convincing evidence and demonstrated that program arrangements were designed to bring about change or improvement over existing practices; (2) arrangements or linkages which were identified as demonstrating effective practice to improve management and resource utilization; and (3) those that convincingly demonstrated that the desired objective was accomplished without detriment to an existing program.

An analysis of potentially transferable linkage arrangements between CETA and education providers which impacts client placement in unsubsidized employment was an objective. Evidence contained in the GETC Annual Reports to the Governor of Virginia (1978, 1979) supports linkage relationships which focus upon the attainment of mutual objectives -- i.e., training and placement -- through the coordination of human, physical and monetary resources, as successful. Specifically, certain programs in the Commonwealth were cited as unique and innovative. Additionally, the National Association of Counties research has identified successful arrangements as unique and innovative in their publication CETA Works (1979) which validates similar appraisals of exemplary employment and training programs in the nation.

In general, the evidence collected during the case study phase of this investigation was self-reported anecdotal accounts of arrangements or linkage behavior. The veracity of these reports was reviewed and in many cases cross-validated. Specifically, the case study interviews revealed that the following linkage arrangements can be identified as potentially transferable models which should be studied for possible replication:

1. Within the Peninsula Office of Manpower Planning area, the Prime Sponsor has a linkage with Thomas Nelson Community College entitled the "CETA Goes to College" program. Unlike other linkages between Prime Sponsors and community colleges, the CETA-eligible enrollees are encouraged to pursue the Associate of Arts (A.A.) degree on a regular basis. All enrollees who participate in this program are directed toward the completion of the A.A. degree within a regular curriculum but the curriculum is limited to non-academic courses. Sixty CETA-eligible enrollees participated in this program, and approximately 30 graduated. Most of these eligible enrollees were identified as welfare mothers.

2. Within the following prime sponsor areas: Peninsula Office of Manpower Planning, Northern Virginia Manpower Consortium, Henrico-Chesterfield-Hanover CETA Consortium and within the Farmville and Harrisonburg Regional Operations Centers, the differential funding cycle problem has been circumvented through unique arrangements vis-a-vis linkage arrangements with their respective fiscal municipality. While many other prime sponsor areas report that the differential funding cycle has been a barrier relative to the establishment of training

programs, for some, circumventing this problem means keeping two sets of books which enables flexibility in programming. Within the Charlottesville-OIC, a unique arrangement has been managed between the OIC and city officials whereby the fiscal interface problem has been circumvented through a provision where advance monies can be received from the city with later reimbursement by the state.

3. The Northern Virginia Manpower Consortium has a unique linkage arrangement with the U.S. Army. Specifically, the Army was concerned about the fact that it discharging large numbers of persons who were leaving the armed forces with deficient basic skills. Hence, they set up a skills center at Fort Belvoir, and the Fairfax school system allocated project transition funds to assist in implementing a basic skills program. While this project was short-lived, it was well received and later institutionalized at the LEA level. This activity in our judgment, represented a unique arrangement between the Fort Belvoir installation, the Fairfax school system, and CETA. Additionally, the linkage arrangement was unique in that the Army provided space and facilities at no cost to CETA or the LEA--the school system operated the center with CETA funds. The linkage the flexibility of this arrangement was such that the public could also buy slots; however, money received from buying slots was returned to the Prime Sponsor. The Northern Virginia Manpower Consortium used three full-time bus drivers employed to operate both day and night pick-ups for persons needing transportation to and from training sites.

4. The Charlottesville-OIC is currently using a technique and an adaptation of VETEX (i.e., a system of teaching vocational education to adults). This technique was developed through the cooperative relationship between eleven states, whereby each developed a core curriculum for a series of vocational occupations. OIC's inclusion of such a program facilitate the realization of individualized placement of CETA-eligible clients within training options. Furthermore, this OIC has an exemplary program of vocational exploration which provides training during a two-week summer mini-skills session to YETP participants. On a rotating basis, participants are exposed to selected skill areas. After two weeks of training, enrollees form an opinion regarding continued interest in a particular type of work. The developmental nature of this approach is of great assistance to youngsters who are currently vocationally immature and do not have any firm plans in terms of career goals and/or occupational choices.

5. The Lynchburg Community Action Agency's efforts under Title III have included contractual arrangements with special CETA-eligible target populations (e.g., senior citizens, displaced homemakers, and ex-social offenders). These special populations are viewed as having unique problems and the provision of both in-house and out-house training must be done to make an effective transition back into their respective communities.

6. Another linkage arrangement was document between the Northern Virginia Community College and three prime sponsors in that area,

whereby the use of classroom space at the college has been designated for off-hours utilization. Such utilization of a college facility after traditional hours is viewed as an positive arrangement and one to be replicated by other community colleges within the state.

Report of the JEM Panel

A milestone of the Comprehensive Employment and Training Act (CETA) has been its emphasis on linkages between local CETA prime sponsor employment and training programs with otherlocal agencies, particularly its educational linkages. The assumption is made that improved linkage arrangements will positively impact upon CETA outcomes. To measure this assumption in the Commonwealth of Virginia, a Judicial Evaluation Model (JEM) was employed.

The JEM is an evaluation research approach which utilizes select legal concepts derived from administrative hearings, British debates, and jury trials. The major components of the JEM are: Issue generation, issue delimitation, argument preparation, and hea. ng implementation. The issue generation phase began in October 1979 with a case study of both CETA and educational linkage providers. A statewide mail survey to CETA prime sponsors, ROCs, and educational representatives was undertaken and resulted in the delimitation of issues. Case analysts/presenters interviewed appropriate CETA stakeholders, identified witnesses, and prepared their respective arguments.

The use of JEM in this employment and training study is based upon arguments about contrasts between client-centered linkages and system-centered linkages (Issue One); and linkage intensity (Issue Two). This

quasi-legal approach was chosen because of its reliance on the use of human testimony as a mode of broad based input. Two teams of case presenters organized testimony around Issues One and Two and presented these arguments before a panel of seven members during the hearing. A forum moderator presided in a hearing officer capacity. The panel, with the assistance of the panel facilitator, was charged with resolving these issues, making recommendations for change in CETA programming, and identifying exemplary linkage arrangements which merit replication in other settings. The following represents the panel's collective findings and recommendations.

ISSUE ONE

Client-Centered Linkages Give More Promise of Meeting CETA Goals than do System-Centered Linkages

> CETA legislation mandates that client success be measured in terms of increased income, skill generation, increased job opportunities, and unsubsidized employment. A client-centered approach to services and linkages emphasizes the need of the individual CETA client for self-actualization, human development, and preparation for the world of work. By contrast, a system-centered approach focuses on client employability in the development of services and linkages.

Major Considerations and Rationale. The CETA legislation established this program to aid the economically disadvantaged, unemployed, and underemployed in entering and re-entering the job market. Data made available to the panel indicate that: (a) the population of economically disadvantaged persons in highly diverse in its characteristics and needs; (b) the process of job market entry varies in its complexity depending on a variety of person and situation characteristics; and (c) aid and utilization of services by the target population is influenced by client perceptions of the responsiveness of the service unit to his/her self-defined

needs. Title II-B of the CETA legislation provides for a wide variety of specific services as well as a catch-all phrase "other supportive employment." These provisions in the legislation complement the findings from clinical experience which indicate the need for great variety in the resources and services made available to CETA clients.

Title IV of the CETA legislation provides for the inclusion under CETA of several different programs designated to serve persons aged 21 years and under. The inclusion of the programs for youth adds to the diversity of the population to be served and to the program requirements of variety, flexibility, and responsiveness of CETA units.

The provisions of the CETA legislation, combined with the realities peculiar to the target groups, to the job market, and to the socio-political-economic context in which they exist, confront the serious program designer with a constructive tension. That tension exists between the need that the agency be client-centered in its development of training and service linkages and the concurrent need that the agency have extensive and effective linkages to the system of human resources development and employment facilities which are essential to an adequate employability training program. It is in the functional resolution of this tension that the promise for meeting CETA goals rests.

Testimony and evidence have established that the primary purpose of CETA is to increase the employability of economically disadvantaged, unemployed and underemployed persons. It has also been established that effective linkages to the job market as well as to the human resource development community are essential to preparation for employability and job placement. However, the evidence also indicates that holistic

development and self-actualization of a person are not competing, but complementary, goals. Hence, client and system-centered approaches to linkages must be complementary in CETA programs.

CETA programs must be responsive to at least these two sets of pressures. Testimony supports the requirement that CETA be perceived by the target groups as a resource geared to their needs and not primarily identified with the institutions in which clients have previously failed. Other testimony supports the logical and empirical necessity that extant developmental and employment resources be readily available to clients through CETA. To be so available, the agencies which control these resources must perceive CETA as relevant to their concerns. This dual responsiveness makes it irrational to try to assign hierarchical positions to the client-centered or system-centered approaches. Clearly, CETA exists to serve clients but, to serve them well, CETA linkage systems must, of necessity, be client and system oriented.

Findings and Recommendations. With respect to Issue One, the panel finds that the predictive value of either the client-centered linkage or system-centered linkage approach to CETA services is not generically determinable. Rather, the special utility of either approach is likely to be greatly influenced by the nature of the clients, resources, and circumstances under which it is used. However, the panel is unanimous in its conclusion that, since the legislation under which CETA was created established mandated linkages, it is recommended that in all CETA units a process be established which incorporates mechanisms for community/client-responsive identification and the inclusion of a wide variety of linkages to training and human resource development and service options. This recommendation is based upon the assumption that the emerging or extant linkage system must be dynamic, flexible, and responsive to the characteristics and needs

of the individual clients, as well as of the communities served.

ISSUE TWO

"High Intensity" Linkages Give More Promise of Meeting CETA Goals than do "Low Intensity" Linkages

CETA educational service providers may utilize a range of high or low intensity linkages. The intensity of a linkage can be measured and expressed by the degree of centralization mandated by policy and the resulting impact on inter-organizational behavior. The following concepts describe varying degrees of centralization mandated by policy. Low Intensity Linkages are characterized by: (a) local focus, (b) bottom-up planning, (c) autonomous relationships, (d) flexibility. High Intensity Linkages are characterized by: (a) State or Federal focus, (b) top-down planning, (c) subordinate/superior relationships, and (d) rigidity.

The continuum from communications to collaboration to joint ventures represents the range of organizational linkage behaviors. Team I contends that Low Intensity Linkages are more prone to success in achieving CETA goals than are High Intensity Linkages.

Major Considerations and Rationale. In its initial stages and on an on-going basis, participation from the community--including both public and private resources and eligible clients--must be assured in order to guarantee program responsiveness to individual needs. Evidence implied that such participation creates an inherent concern at all system levels to insure that the system succeeds.

Flexibility: Program linkages, irrespective of the directional flow, must incorporate flexibility in order to insure that all elements of the system are provided the opportunity for input. Testimony supported the hypothesis that high intensity linkages should encourage cooperation and coordination, not just superimpose conditions or requirements, and should support the adaptability of guidelines to local needs without precluding consistency.

Accountability: Logic dictates that any linkage effort must provide for program accountability. However, it also appears that conditions for establishing and measuring accountability are found more consistenly in high intensity mode. CETA goals are more likely to be met when such accountability is inherent in all aspects and levels of the system.

Monitoring and Evaluation: Testimony seems to indicate that high intensity linkages involve a relatively greater degree of external control in the area of monitoring and evaluation than do low intensity linkages. Conversely, low intensity linkages rely primarily upon internal processes. While both elements seem to be essential in assessing the system's performance, the critical step seems to be in the productive application of the feedback. There seems to be a direct relationships between the degree of flexibility and the need for both internal and external evaluation processes.

Equitableness: Services to all segments of the eligible population are guaranteed by high intensity linkages which are required by the legislation. However, it seems to be incumbent upon low intensity systems to assure the implementation of equity standards.

Findings and Recommendations. The nature of CETA and the political/social context in which it must exist require the dynamic integration of high and low intensity linkages. The federal sponsorship of the programs, the national need for some specific elements of the program, and the equity requirements of the program demand that basic specifications for program participation be mandated. The panel, therefore, finds that high intensity linkages are necessary in order to provide a structure in which low intensity linkages can be successful in meeting CETA goals.

1. It is recommended that the policy structure of CETA pertaining to educational linkages of both high and low intensity be studied and evaluated in terms of their effectiveness and impact on program outcomes. Associated with this recommendation is a suggestion that a list of the policies related to CETA linkages be developed by appropriate CETA officials and be made available to the managers of CETA programs and to other interested groups and individuals.

2. Evidence presented to the clarification panel indicated that some difficulties might exist in the linkages between the ROCs and the Balance-of-State Prime Sponsor. The panel recommends that the Balance-of-State Prime Sponsor be notified of this potential tension and take the necessary steps to clarify and resolve any problems that might exist.

3. The panel recommends to the GETC that its efforts to identify and eliminate barriers to effective CETA/educational linkages be continued.

4. The panel recommends that CETA units give special attention to the transitional and developmental needs of two groups: (a) those clients covered under Title IV: youth programs, and (b) those especially disadvantaged young adults whose attitudes and social competencies might be dysfunctional to entry and progress in the job market.

5. The panel believes that the testimony presented to it by the investigative teams was not sufficiently comprehensive for it to effectively identify exemplary linkage arrangements which should be replicated in other settings. This problem is not limited to the hearing alone but amplifies the need for CETA to establish a mechanism by which to identify exemplary linkage arrangements. Currently, strategies for identifying and disseminating model programs are not available. What is needed is a systematic process whereby model programs can be identified according to pre-determined criteria. An integral component of this identification mechanism is the dissemination of those programs that meet the established criteria. In this way, the sharing of model programs can occur. The establishment of a dissemination network at the state level is critical in order for replication to occur. Local personnel must be given the opportunity to receive information related to replication--the primary features of the program, installation and operating costs, and effects of the program on the target groups. It is recommended that CETA examine the process that is utilized by the Federal Joint Dissemination Review Panel whereby exemplary education programs are currently identified and disseminated. This process could serve as a model for the development and implementation of a similar mechanism for CETA.

6. As a result of its deliberations, the panel endorses the utility of the high intensity approach. However, this endorsement is predicated upon the necessary inclusion of the bottom-up direction within the model. In essence, it is seen that such a model would be described as one in which guidelines originate from the top.

Somewhere in the system, possibly at the level of state government, the emphasis shifts to a bottom-up guiding force which facilitates implementation. The "bottom-up" and "top-down" forces meet to result in a unified system which integrates both high and low intensity approaches. The high intensity linkages, therefore, insure a system in which the low intensity linkages function, thus providing for the advantages of each.

CHAPTER V
DISCUSSION OF FINDINGS AND RECOMMENDATIONS

Overview

Within this section the case study and JEM findings will be discussed in light of the previous literature on linkage relationships between educational providers and CETA. A delineation of five policy implications for CETA/Education linkages, and seven recommendations are enumerated. The methodological weaknesses are acknowledged within the Report of the Non Participant Observer/Documenter (Appendix G). Suggested future research and the dissemination of the R & D results are discussed.

Discussion of Case Study

Synthesis of existing state and national linkage literature coupled with in-depth case study interviews seemed to focus attention on stakeholder perceptions of CETA/education linkages. An output from this process included the further development of a conceptual framework (JEM) based on a meta analysis of linkage arrangments which had been documented in published reports, interviews, and mailed stakeholders' surveys. Analytical interpretation of the case study data was done primarily with descriptive statistical applications (see Appendix F). A factor analysis of the twelve linkage issues which were either facilitative or a barrier to linkage formation were ranked by prime sponsors and education providers and enabled the categorization of four underlying factors.

They include: (a) personnel/program interaction factor; (b) a regulatory factor; (c) a territoriality factor, and; (d) an agency management factor.

Linkage networks are the result of viable innovation in employment and education. Through inter-agency arrangements with CETA, educational providers become an intricate component of the CETA system, although each linkage with CETA may vary because of agency objectives and diversity. These differences stimulate linkage agents to sustain viable networks. Imbedded in their differences are distinctions in program operations, chain of command, expectations, and a host of other distinguishable variations. Many differences between administrative structure and operational processes prevent some potential providers from linking with CETA, while others choose to terminate their contract at the end of the fiscal year due to insurmountable problems.

The Hampton study supports the literature which indicates that linkage works best when CETA and educational providers are genuinely interested in providing training and employment opprotunities for their clients and have developed good working relationships. Further support for this finding was acknowledged by Reynolds and Baldwin (1979) who suggest that the better collaborative relationships are those where educational efforts have been made and invested in the formal process. This allows for a clarity of responsibility and a knowledge of the informal structure as well. These factors by necessity address a phenomena of cross-fertilization in the linkage systems. When assessing the options available to effect lasting change in the linkage process, several factors -- including social and political forces -- bear on

the decision-making process. Parenthetically, this observation is intended to stress the nature of regional variations in allocating resources on an equitable basis to local linkage agents.

Genuine communication and cooperative planning between prime sponsor (PS) and education providers is enhanced when both entities understand the need to make their own organization flexible to integrating CETA projects into their overall operations. The results suggest that planning is an integral aspect of the linkage network. Linkage stakeholders must be explicit in formulating objectives during planning activities for the effective management of the linkage programs. Several inherent organizational problems stifled the transition to formal and informal linkage agreements were evidenced through information obtained during the case study. Specifically, contracting problems, and lack of specificity of rules and regulations were identified as barriers, while linkage success was dependent on the stakeholders and their motivation to facilitate linkages.

Educators and CETA are responsible to differing bureaucracies. This observation implies that programs and organizations tend to develop constituencies which rely on the services that the organization provides. In the case of CETA linkages, several arrangements have been demonstrated which support this notion, and turf disputes create tension among potential service providers (Wortman, 1979). Although it is general consensus that bureaucratic differences exist between CETA/educational stakeholders, observations document a willingness to make linkages work. Additionally, the case study acknowledges that political forces and political climate are problematic in certain jurisdictions and prevent participation by potential service providers. However, this has not abrogated the need to implement effective linkages.

Several studies have substantiated that the lack of communications has been problematic for effective linkages (Wortman, 1979; Reynolds and Baldwin, 1979; McGough and Vogler, 1979; Cassell, 1973; Barnette, 1979). Based on the Hampton study, effective communication is the result of interpersonal characteristics of staff and their ability to reach out and articulate the need for linkage information sharing and feedback. Our data supports the notion that communication is maintained through formal and informal processes. The data further suggest that a policy linkage is important for the development of planning tasks. Such policies should require standards of joint planning prior to federal allocation of funding. For example, Title IV monies mandate linkage between LEAs and PS; however, the joint planning at this level involves only youth programs. The enactment of enabling legislation to mandate adult directed linkage arrangements may promote future policy considerations for economic and employment mobility of the adult CETA population.

While the previous statewide studies did not address questions related to linkage formation, the Hampton study revealed that most of the linkage arrangements result from competitive requests for proposals. This form of contracting is typically advantageous to contractors with established linkage projects. However, many competent educational providers lack awareness about CETA funding opportunities and regulations and are not adept at grantsmanship. Hence, these provider groups are frequently excluded from the linking process.

It is important to recognize the demographic disparity of the statewide population served through CETA/education linkages. Such statewide variability includes significant differences in rural/urban, area homogeneity, transportation and availability of support services, economic

stability and race, sex, and education factors. Given the lack of a standardized measurement of unique and exemplary linkage arrangements, it is difficult to isolate such programs for transferability.

Identification of issues for clarification during the JEM training characterized the final weeks of the case study phase. Twenty-six issues were subsequently delimited to emphasize aspects of CETA program outcomes. Program outcomes was conceptualized to involve concerns of linkage intensity and client vs. systems orientations. This conceptualization provided the basis input for the clarification of positions judged critical to facilitating linkage relationships. Program outcomes was also viewed as an issue with divergent viewpoints and was appropriate bi-polar content for JEM presentation and panel review. Furthermore, the program outcomes issue emerged as part of factor one during the analysis of the statewide mail survey of stakeholders.

Discussion of JEM Process

Several evaluation research models have been used to assess the efficacy of program approaches in educational settings. When such models are applied to human service programs they typically have either formative or summative goals. While formative questions are designed to identify strategies for improving program performance; summative evaluation is concerned with program performance at designated end points, e.g., annual evaluations. The current research project was conceptualized as a formative evaluation, since the primary goal was to identify strategies for facilitating unique, innovative and successful linkage arrangements.

The JEM as conceived by Wolf (1975), Kourilsky (1973) and Levine (1973) was well suited to the evaluation requirement of the GETC and allowed for broad based input by CETA and education stakeholders. Through human testimony an opportunity for both quantitative and qualitative data regarding CETA linkages and for a structured airing of opinions, biases, and perspectives of CETA stakeholders was made possible. Secondly, the inclusion of recognized experts, opinion leaders, and policy makers on the panel tended to suggest that the results of this effort might be taken more seriously in the policy formulation process. Thirdly, the conceptual framework of this evaluation methodology was primarily a clarification process in which diverse input is weighed and forced consensus is sought. Given the difficulty that others faced in attempting to delineate the significance of variables in an area as complex as education and the employment training field, the inclusion of diverse input was viewed as mandatory.

A. Issue Bi-Polarity

The forced polarization does not have to take place on a two dimensional level. Many public policy issues do not separate into simple dichotomies. In instances where three or more mutually exclusive positions could be argued, the JEM can be adopted by enlarging the number of positions to be presented. Such is often the case in formative evaluation studies where decision-makers have several strategy alternatives competing for scarce resources. The basis for determining positions for the hearing could come from the fact that alternative strategies are mutually exclusive and compete for limited budgetary or other resources.

B. Staffing Requirements

The JEM showed potential, however, its implementation was not without problems. Principal amongst these is the staff required to implement the model. The JEM has several critical roles, including case presenters, panelists, planners, and hearing officer. Most critical is probably the role of the case presenter. As noted by Worthen and Rogers (1980), the skill required to fulfill successfully the role of case analyst/presenter has not been clearly identified. They must be skilled interviewers and able to draw testimony from witnesses in both direct and cross examination. Further, they must be skilled in the processes of naturalistic inquiry and able to organize their cases logically. Beyond these rudimentary requirements, the case analyst/presenter must have the time to prepare his/her cases. Based upon our experience in utilizing individuals in that role, on a part-time basis, it is recommended that only full-time case analysts/presenters be used. The effort required to organize cases, familiarize oneself with the rules and procedures, attend planning meetings, and otherwise prepare for the clarification panel should not be underestimated.

C. Issue Development

Given the 12-month performance period for this research, a maximum level of stakeholder issue ownership was not achieved. Although the statewide mail survey and indepth interviews proved insightful for issue development, the inclusion of representatives from Prime Sponsors, ROCs, LEAs, CBOs, proprietary schools, and the private sector on an advisory committee to review and select the presentation of the issues of the JEM would have had an impact on the issues argued at the proceeding. Significant ambiguity existed regarding the issues to be clarified and the

bi-polar framing of these issues. Issue II, which addressed linkage intensity, was viewed as satisfying the required adversarial polarization for effective presentation, whereas Issue I, which involved assumptions about client vs. system, was problematic and infused; and created an underlying problem for the panel's consideration.

By strictly adhering to forced polarization of issues, the risk of distorting controversial but non-dichotomous concerns is heightened. Thus, the implementation strategy employed was aimed at seeking increased dialogue and clarification of linkage arrangements which impact CETA program outcomes. Additionally, client needs are important when discussing program outcomes and it was suggested by several that they should have been included in the JEM hearing.

D. Panel Selection

The selection of panelists to hear the evidence and make policy recommendations is also critical. The utilization of individuals who had recognized expertise or stakes in the issues presented was the strategy employed in the selection process. It was reasoned that recommendations coming from such a group would carry significant weight when presented to the policy-making bodies. Further, these individuals were thought to be informed about the evidence to be presented and able to question witnesses when the case analyst/presenters failed to elicit details relevant to the testimony. The panelist took an active part in the questioning and helped to balance the presentations of the case analyst/presente

E. Panel Inquiry

Since observations indicated that problems existed in case analyst/presenters highlighting issue bi-polarity the need was expressed by panelists to probe witness as a strategy for balancing the witness presentation and cross-examination.

It is recognized that one of the limitations of the JEM is that there is little opportunity for audience involvement. This exclusion is intentional and helps to minimize unforecasted testimony by unscheduled witnesses. Furthermore, the time constraints precluded involvement of unanticipated witnesses (friends of the court). By attempting to address two related but distinct aspects of CETA program outcomes, there was not adequate time to probe the witnesses. Overall participant evaluation indicated that the clarification process improved from day one to day two with the provision of a rule change which allowed panelists to ask questions immediately following witness testimony rather than following the pre-arranged agreement used on day one which provided panel probes at the conclusion of all team witnesses. This modification significantly improved the clarification process during the hearing.

F. Adversarial Content

Another factor which potentially served to weaken the implementation of the JEM was the adversarial nature of this methodology. Specifically, the stigma generally affiliated with going to court, i.e., participating in an adversarial process, was threatening to many. Therefore, the participant resistance which was evident was natural. The staff consciously attempted to diffuse the generalized perception surrounding the adversarial nature of this proceeding by disseminating information on the JEM.

During the hearing, some witnesses were concerned about the potential conflict between agency policy and their personal views and found it difficult to decide which perspective to present. From the Principal Investigator's perspective, their personal viewpoints on the two issues were most desirable because these represent spontaneous and naturalistic responses to the questions raised during the proceeding. This further reinforced the notion of broad-based, unrehearsed human testiomny on important education, employment and training linkage concerns.

Reaction to Panel Findings

The panel was comprised of individuals with expertise in human resource management and vocational education. A strength of the panel members was their experience which provided them with a necessary background to grasp the concepts and issues presented during the clarification forum. Ambiguity arose when one of the panelists raised the question of whether members could use their personal experiences. Both the principal investigator and the panel facilitator agreed to encourage panel members to use their expert opinion and experiences in making judgments. The full report of the panel is included in Chapter IV as part of the results section. The following is a reaction to the panel recommendations on the issues of system vs. client-centered approaches and low vs. high intensity. This reaction is not intended to upstage the panel recommendations but is included in an attempt to add clarification from a staff perspective.

A. Issue One

The panel ruled that system vs. client centered approaches were not competing but complimentary goals. The panel viewed this issue as inseparable and highlighted the complimentary nature of the positions taken by

the opposing Case Analysts/Presenters. However, the primary dilemma inherent in the issue was whether employment objectives should dominate human development objectives given the characteristics of CETA participants (i.e., economically disadvantaged, two-thirds youth, hard core disadvantaged, etc.). Their findings concerning youth entering CETA programs were of special focus. The uniqueness of the in-school population and the targeting of specific employability services as mandated by CETA was part of the dilemma that youth are not entering the labor force for permanent employment. Regardless of tenure, the operational functions of the system allow participation of all eligible populations. However, the training of youth for skills to deal with employment in the private sector creates a tremendous placement problem for 14 and 15 year olds as well as a measurement problem of youth program performance. One witness, for example, attested to the fact that youth programs are gauged with adult models which specifically measure adult success in obtaining employment. Adult models aid in establishing the parameters for program participation for persons exceeding 21 years of age, but whether they are good indicators of youth transition in the labor market remains unanswered.

The client-centered approach relies on CETA titles to provide ancillary and support services required by disadvantaged populations, but notes that human development is not a universally functional aspect of CETA since program outcomes are not defined in humanistic terms. Moreover, the complementary nature desired by the panel is weakened by stakeholder resistance. In our view, when youth are at issue emphasis on human development should dominate program strategies. However, where adult training is involved, although the emphasis is on employability, it should include a shared focus on basic skills and affective human development needs when required.

Stated another way, policy implications arise in an attempt to decipher the difference between adult-oriented objectives and those of school age clients, and the strategies for servicing these two distinct client groups should be different.

The panel acknowledged and staff concurs with the importance of community and client input of CETA planning and programming and that prime sponsors and educational providers should be more responsive to the cultural and individual needs of this diverse population.

B. Issue Two

Regarding the debate on low vs. high intensity linkages, the staff supports the panel findings that high intensity linkages show more promise of meeting the needs of CETA clients; however, the following provisos are shared to further qualify support of the high intensity linkage approach: (1) input from CBOs and educational providers should be included in any new, major policy initiatives which will potentially impact service delivery to CETA eligible clients and facilitate linkage formation; and (2) the prime sponsor proposal review process should be modified to include representation from the stakeholder population.

The panel recognized the existence of tension between the Balance of State, ROCs and educational providers within BOS regions. In our view, this tension is exacerbated by virtue of the level of centralization in this particular prime sponsor jurisdiction. The 1978 reauthorization of CETA was based on a decentralization model. However, the current organizational structure of the BOS/ROCs represents a centralized decision-making hierarchy. Such a complex check and balance system serves to minimize locally controlled programs, thereby negating regional authority by ROC

area service providers. Furthermore, the panel recommendations that CETA continue to study barriers to linkage between CETA and educational providers is echoed by the staff.

The panel's recommendation to establish mechanisms for identifying exemplary arrangements is laudable. However, while no systematic format of proposed exemplary linkage arrangements were described by several several unique and innovative arrangements are described by several witnesses and some of these are noted in Chapter IV of this report as potentially transferable linkage arrangements. The establishment of a dissemination network at the state level is critical to replicating successful programs or aspects of programs. The staff supports the panel's recommendation for CETA to adopt a well-defined evaluation review process such as the Joint Dissemination Review Panel, (a national program validation mechanism for educational models). A similar, yet less well defined and structured evaluation review process is currently utilized within the Commonwealth of Virginia's Title IVC Program of the Elementary and Secondary Education Act of 1965 (a program offers unique opportunities for creative programming to solve problems and advance instruction). These validation practices encourage progress in public education and depend on both models which have been tested and proved sound upon the introduction and dissemination of innovative procedures. Not all projects are successful or offer definitive solutions for CETA concerns, but all stimulate change and encourage imaginative leadership in planning. Additionally, many have produced exemplary programs of value not only to the localities where they originated but to other states as well. Emphatically, transferability should only be recommended after a thorough and rigorous validation process has transpired.

C. Future Applications

The JEM in particular and adversarial evaluation in general are useful methodologies by which to approach certain educational evaluations. The concept of adversarial evaluation is well suited to certain formative requirements, particularly those where the sentiments relative to strategies to achieve better program performance are diverse. The JEM can be helpful in clarifying areas of agreement and disagreement among stakeholders on strategies to be employed in improving a program as well as in making summary judgments about that performance. Although formative issues may not be easily dichotomized, the JEM can be used to produce centralist and polarized outcomes. Moreover, alternative improvement strategies may not be mutually exclusive, but the fact that they compete for scarce program resources can provide the basis for delineating the positions to be argued. The JEM is not without its weaknesses. Perhaps the most serious deficit of the JEM, in our opinion, is that it is an heroic model, that is it requires a large number of participants, many of whom are in critical roles. This study utilized four case analysts/presenters, seven panelists, a hearing officer, panel facilitator, a non-participant observer, a research assistant, a planning consultant, thirteen witnesses, and two speakers who provided contextual statements at the outset of the hearing, all of whom were coordinated by the Principal Investigator. The JEM requires that all the roles identified above be executed with a high degree of precision. The demands placed upon the evaluation team are great, perhaps greater than in any other evaluation methodology. However, the visibility of the model and the fact that the panel deliberations mirror the real world policy-making procedures lends credence to the panel findings.

Report of JEM Non-Participant Observer/Documenter

In addition to video tape documentation of the JEM hearing process, Dr. Wei Li Fang from the Evaluation Research Center at the University of Virginia functioned as a non-participant observer/documenter for the clarification proceeding. Her task was to record and generate a detailed description of the hearing. The report is in Appendix G and includes information regarding: (1) the JEM setting and background of the overall study; (2) a description of key participant roles; (3) summary evaluation feedback from the JEM audience; and (4) suggestions for the JEM forum with recommendations, e.g., clarity of selected issues, selection of case presenters, witnesses and panel members, role of forum moderator, panel inquiry, audience participation, audience understanding, time limitations, use of data and written evidence and the utility of the panel recommendations. This report highlights several methodological weaknesses observed in the preparation and execution of the classification forum.

Policy Implications

The formulation of linkage policies involves the utilization of complex decision-making systems. These systems require the development of policy statements, implementation plans and assessments of policy impact. Based on the observations of the Principal Investigator and research staff the following areas have implications for policy initiatives:

1. Differentiation of program approaches for youth vs. adult client groups should be made.
2. Definitional problems related to measuring CETA success is complicated by virtue of the DOL success criteria (increase income, enhance self-sufficiently, placement in unsubsized

employment and skill generation). These are not the valid measures of the success for impacting youthful clients. This incongruence is a legislative regulatory issue which will need to be addressed at the national and regional levels.

3. A mechanism for evaluation of CETA/education linkages need to be developed prior to recommending program replication.
4. Provisions for involvement of LEAs, CBOs, Proprietary Schools, Community Colleges, and Skill Centers, in the Prime Sponsor external proposal review process should be studied by G,E,T,C,
5. Examination of policy strategies to more fully realize the decentralized philosophy of the Department of Labor regarding the Balance of State implementation and decision-making authority should be studied.

A tremendous need exist for the development of effective well-trained CETA staffs to meet the demands of the country. However, in order for this to be accomplished there must be an effective plan for coordinating employment and training opportunities to ease the transition from school to work. The maintenance of relevant education and vocational education programs involves the utilization of varied and relevant resources to make linkage viable. Industry, government, education and the private sector are all in positions to contribute greatly to the success of CETA/education linkage programs.

Recommendations

Based on the results of the Case Study and the JEM methodologies used in this evaluation research study, several recommendations are presented as a formative strategy to improve linkage arrangements in the Commonwealth of Virginia. They are the following:

1. It is recommended that PS and VEC officials collaborate on alternative procedures for assessing client needs to more accurately describe and facilitate employability development plans. GETC should consider new funding in this area to document the impact of alternative assessment approaches on the success of the CETA eligible client in unsubsidized employment.

2. The tracking of CETA clients for a period not exceeding 180 days has been a follow-up concern of many involved stakeholders. The lack of longitudinal follow-up creates a void regarding accurate descriptions of client success or failure. Such data one collected should be shared with stakeholders so that joint planning can result in non-duplicative efforts. Based on these observations it is recommended that G.E.T.C. initiate the development of a statewide client follow-up data bank.

3. The human development emphasis for alternative preparation is critical, especially for youth. Many CETA eligible youth lack accurate career information to make a responsible choice of training in an adult oriented market. Their success is similarly measured by adult yardsticks but over shorter periods of time. It is recommended that the GETC study the "youth-adult model" paradox to determine the impact of age on program outcomes.

4. It is recommended that a structured and formalized linkage program validation mechanism be developed by GETC. Such a mechanism should include evaluative questions which address the following: (a) did a change occur? (b) was the effect sufficiently consistent and observed often enough to be statistically significant? (c) was the effect educationally significant? (d) can the intervention be implemented in another location with a reasonable expectation of comparable impact? (e) how likely is it that the observed effects resulted from the intervention? (f) is the presented evidence believable and interpretable? Questions of this nature will substantially broaden the knowledge base and lend credence to inferential statements about differential program effects. Hence, the product or practice will have been tested widely enough and under sufficiently diverse circumstances to give assurance that the effects claimed may be similar when the product or practice is sued elsewhere with related populations.

5. It is recommended that GETC facilitate prime sponsor utilization of linkages with institutions of higher education for the purpose of tapping the policy research and evaluation expertise which is typically found among university faculties. The awarding of third party contracts to faculty members to conduct program audits and evaluation research will generate the information essential to the identification of successful and exemplary linkage arrangements.

6. It is recommended that GETC continue its programmatic efforts to study linkage processes between educational providers and CETA sponsors.

7. It is recommended that GETC support the sponsorship of regional workshops on evaluation research methodologies. One such evaluation model is the Discrepancy Evaluation Model developed by the late Malcolm Provus of the University of Virginia. This model has been widely used nationally to evaluate human service and education programs.

Suggested Future Research

Several areas of employment and training research are suggested as a bi-product of this study. The need for increased knowledge and utilization of successful linkage arrangements will require that more definitive research questions and hypotheses be addressed. Specifically, the policy oriented evaluation research designs will enable decision makers to become more informed regarding the impact of various program approaches. Such research will also enable them to allocate more objectively scarce funding resources based on empirical evidence. Hence, research designs which ask the following types of questions may prove insightful to the human resource development knowledge base in the Commonwealth of Virginia:

1. What is the efficacy of mandatory and non-mandatory program linkages within youth employment and training programs? How can structural unemployment be effectively addressed with short and long-term plans?

2. What aspects of the DOL client success criteria (unsubsidized employment, skill generation, increased income, and enhanced self-sufficiency) function to enhance client motivation, aspiration and life course organization skills?
3. What can be learned from description/analytical assessments of the experiences of CETA clients in articulating within and across vocational education programs; and what articulation strategies can be employed to facilitate successful inter-institutional collaboration?
4. What is the longitudinal effect of different linkage arrangements on CETA client populations and their families with identification of unintended consequences and unobtrusive measures?
5. How can the transition from school-to-work be best eased?
6. How does the status of area economic development affect the structurally and cyclically unemployed?
7. Which standardized testing instruments can effectively predict (with tolerable errors of measurements) cognitive, affective and psychomotor achievement levels among "hard core" disadvantaged CETA eligible clients?

Dissemination Plan

This evaluation research project involved the commitments and interests of many stakeholders throughout the Commonwealth of Virginia. More than seventeen letter or telephone inquiries were recorded after the JEM hearing was implemented. Most of the inquiries came from education provider groups which were curious about the panel findings and recommendations. To

adequately respond to the expressed informational needs about the project, a threefold dissemination plan will be implemented and includes the following: (a) dissemination of panel report; (b) presentations of findings at professional meetings; and (c) anticipated publications in refereed journals.

The initial dissemination effort involved criculating a verbatim copy of the panel report to all registered participants at the JEM hearing. This panel report is included in the results section of this document. A second task is to deliver formal presentations of findings at a future GETC-sponsored Prime Sponsor Forum and at the annual meeting of the American Educational Research Association (AERA) which will convene in Los Angeles in April 1981, A symposium abstract for the latter presentation has been submitted to the evaluation division of AERA. Finally, several publications in refereed journals are anticipated. Specifically, the Journal of Educational Evaluation and Policy Analysis, the Journal of Human Resources, Manpower and the Phi Delta Kappa - Center on Evaluation Development and Research Quarterly will be the target publications for article submissions.

APPENDICES

APPENDIX A

Final Interview Schedule

Name: _____
Date: _____
Time: Start_____ / Finish_____

1. List and identify key actors within Prime Sponosr areas.

2. How many and who are your contractors and subcontractors?

3. Identify and describe the population that you serve.

_____Male	_____Black	_____14 - 19 years old
_____Female	_____White	_____20 - 35
	_____Other	_____36 - 50
		_____over 50

4. How large is your staff?

5. Identify CETA titles pertinent for your use of educational linkage arrangements.

_____I Comprehensive Services	_____IV Youth Employment
_____II Public Service Employ	_____VI Emergency Jobs
_____III (b) Research, Training	_____VII Private Sector
_____III (c) Youth Employ Demo.	

6. Explain the evolution of the linkage arrangement process. How are arrangements initiated and by whom?

7. Identify specific key linkage issues. What makes these problem areas?

8. What are the components of a successful linkage? Can these components be transferred? Why or why not?

Components	Transferred?	Reason

9. Did the prime sponsor or interviewee have aconceptualizaton of what a successful linkage was or is?

_____Yes _____No _____General _____Vague

10. What are the components of unsuccessful links? What makes them unsuccessful?

11. Describe the magnitude and type of contracts and subcontractors that you use.

12. What is the relationship between the type of contractor and the availability of training or employment services?

_____ Excellent relationship_____

_____ Good relationship_____

_____ Poor relationship_____

13. How are contracting agencies (CBOs, LEAs) supervised?

_____Strictly supervised

_____Direct supervison If supervised, by whom?

_____Often supervised

_____Seldom supervised

_____Never supervised

14. Identify any unique arrangements or approaches which are used by the prime sponsor for or during the procurement of contracts.

15. Do all Prime Sponosr contrcts have a detailed statement of work and a list of deliverables?

_____Detailed statement of work _____List of Deliverables _____Both

16. Can contracts be modified? If so, how often, by whom and for what purpose?

17. How are applicants screened for eligibility, intake and assessment?

18. Do you have or envision problems resulting from the eligibility criteria? If so, what are they?

_____Yes _____No

19. Is there a problem caused by poor interfacing between systems? For example, do different fiscal calendars/year present problems for you and your operations?

_____Yes _____No

20. Identify the funding formula used within the Prime Sponsor area and what is its jurisdictional allocation?

21. Describe the political climate within the Prime Sponsor area. Are there problems associated with the climate?

_____Yes _____No

22. Do participants receive training allowances?
_____Yes _____No _____Depends on type of training

23. What types of training do you have? Is there a specific type that you encourage?

24. Who makes the decision between classroom training and O.J.T.? How?

25. Are participants knowledgeable about educational program benefits?
_____very knowledge _____know about them _____don't know

26. Do you have documentation of evaluation/research activities?
_____Yes _____No _____Extensive _____Average _____Littl

27. Determine whether documentation is available and whether follow-ups are/have been conducted. (Ask for copies if available.)
_____Available
_____Not available
Follow-ups
_____Yes _____No _____How often

28. How often do you evaluate your linkage arrangements? Is any documentation available? (If so, request copy.)

29. Identify and list areas of concern or problems which the Prime Sponsor perceives within his area.

30. How do you or your agency perceive your role?

31. How does the general community perceive you?

32. Do you generally feel that your area programs are effective?

33. Comment on components or ingredients which assist the improvement of long term employability of participants.

34. Ask and list referrals by name for future contact.

35. Would referrals be good for testimony at the judicial hearing? If yes, on what/which issues?
_____Yes _____No

APPENDIX B

Persons Interviewed During Phase I-Case Study

October-December 1979

Ms. Shellae Blackwell
VEC
223 E. Queen Street
Hampton, Va. 23-68

Mr. Drury Brown
Director
Monticello Multipurpose
Training Center
414 4th St., N.E.
Charlottesville, Va. 22901

Mr. Buller
CETA Director
Economics Opportunities
Commission
815 King Street
Alexandria, Va. 22314

Mr. Enoch Butler
Executive Director
Fairfax Community Action
Program
308 Hillwood Avenue
Falls Church, Va. 22046

Mr. George Buyers
Department of Education and
Comprehensive Training
Box 6Q
Richmond, Va. 23216

Mr. Paul Clancey, Jr.
Director
Manpower Staff
Peninsula Office of Manpower
Programs
Suite 300
2017 Cunningham Drive
P.O.Box 7489
Hampton, Va. 23668

Ms. Sharon Crutchfiled
Training Director
Director-Northern Virginia
Manpower Consortium
Suite 201
5707 Seminary Road
Bailey's Crossroads, Va. 22041

Mrs. Dee Dolan
Mrs. Claire Amott
Career Development Center
9705 Warwick Blvd.
Newport News, Va. 23601

Dr. Jean Epps
Director
Vocational Education
Newport News School Board
12465 Warwick Blvd.
Newport News, Va. 23601

Mr. Leonard Ferrara
Virginia Employment Commission
CETA Division
P.O. Box 1300
Richmond, Va. 23210

Mr. Michael Gilbert
Manpower Director
County of Fairfax
Law Building Suite 301
4058 Chain Brigde Road
Fairfax, Va. 22030

Mr. Gerald Gordon
County Manpower Administrator
2100 14th Street, North
Arlington, Va. 22201

Mr. Guy Griffin
Southside Virginia Skills
Box 258
Crewe, Va. 23930

Mr. Walter E. Coleman
CETA Administrator
Manpower Administration
County of Henrico
Byrd Center Office Complex
4879 Finley Street
Richmond, Va. 23231

Mr. Gerald Griswold
Abingdon Regional Operations Center
468 E. Main Street
Johnson Center
Abingdon, Va. 24210

Mr. Juniorus Haskins
Dirctor
Lynchburg Community Action Agency
512 Clay Street
Lynchburg, Va. 24504

Mr. Marcellus Heath
Southeastern Tidewater Area Manpower Authority
Janaf Executive Building
Suite 300-Janaf Shopping Center
P.O. Box 12072
Norfolk, Va. 23502

Ms. Dawn Hunt
Manpower Programs - Prince William County
Old Bennett School, Room 16
9300 Lee Avenue
Manassas, Va. 22110

Mr. Dave Ingram
Amelia County Schools
P.O. Box 167
Amelia, Va. 23002

Mr. Ralph E. Leach
Manpower Administrator
Richmond Area Manpower Planning System
Bureau of Manpower
823 E. Main Street
Richmond, Va. 23219

Ms. Aleish Lugo, Director
Charlottesville OIC
300 W. Main Street
Charlottesville, Va. 22901

Mr. Robert McKinney
Roanoke Regional Operations Center
403 W. Campbell Avenue
Roanoke, Va. 24016

Mr. Claude Miller
Director of Federal Programs
Prince Edward County Public Schools
Route 4, Box 373
Farmville, Va. 23901

Mr. Russel A. Moon
Superintendent
Lundereburg City Schools Board
Drawer X
Victoria, Va. 23974

Mr. Wade Morrison
Arlington Career Center
816 S. Walter Reed Drive
Arlington, Va. 22201

Mr. Lineman Otey
Manpower Director
Edna Lawrence
Wickham Avenue Facility
Newport News, Va. 23607

Mr. Mat Pasquale
Middle Howard School
3801 Braddock Road
Alexandria, Va. 22305

Mr. Summer Pugh, Director
Mr. Jim Hunt, Planner
Ms. Betty Weaver, Planner
Farmville Regional Operations Center
Drawer R
Farmville, Va. 23901

Mr. H. J. Robins
Director
Warsaw Regional Operations Center
P.O. Box 896
Warsaw, Va. 22572

Mr. Gary Smucker
National Business School
3108 Mount Vernon Avenue
Alexandria, Va. 22305

Dr. Bob Snead/Ms. Karen Jones
Southside Virginia Community College
Alberta, Va. 23821

Mr. Henry Tann
Virginia State College
Virginia Hall, Room 215
Peterburg, Va. 23803

Dr. Howard Taylor
Director
Placement & Counseling
Thomas Nelson Community College
99 Thomas Nelson Drive
Hampton, Va. 23668

Mr. Been Vorhies
Director
Harrisonburg Regional Operation Center
1776 S. Main Street
Harrisonburg, Va. 22801

Ms. Sharon Waddell
Roanoke Consortium for Manpower Services
Suite 301-Crystal Tower Bldg.
145 W. Camp-ell Avenue
Roanoke, Va. 24014

Mr. Bill Ward
Coordinator of Grant Development
Northern Virginia Community College
Annandale Campus
8333 Little River Turnpike
Annandale, Va. 22003

Mr. Jim Webb/Mrs. Karen Strovink
Buckroe Skills Center
710 Buckroe Avenue
Hampton, Va. 23664

Carolyn Wilderson
Phoenix Street Academy
Shell & Catalpa Streets
Hampton, Va. 23661

Ms. Bonita Williams
Intake Counselor-VEC
Clayborn Building
Room 204
222 E. Queen Street
Hampton, Va. 23669

Mr. Lloyd Wilson
Director
Charlottesville Jaunt Program
1138 E. High Street
Charlottesville, Va. 22901

APPENDIX C

Interview Referrals

(Additional Linkage Stakeholders Mentioned by Interview Respondents)

Strovink/Webb (Buckroe Skills Center)

1. Ann Small - Newport News Win
2. Shellae Blackwell - Hampton Manpower
3. David Williams - OHA
4. Linman Odom - OHA
5. Dr. O. E. Ware - VOTEC
6. Charles Stecker - Wise County Skill Center
7. Guy Griffin - Crew Virginia Skills Center
8. Aleish Lugo - OIC Charlottesville
9. George Buyers - State Department of Education

Dillion/Hawks (Balance-of-State)

1. Nancy Royal (Grants Coordinator) - Warsaw-Richmond City Schools
2. Drury Brown - Monticello CAP
3. Juniorus Haskins (AMPC Chair) - Lynchburg CAP
4. Herb Silvers - Charlottesville United Way
5. Don Richardson (Grants Officer) - Patrick Henry Community College
6. Howard R. Steele - Steele's Welding Institute
7. Mr. Lloyd Wilson/Betty Sykes - Charlottesville Jaunt Program

Gerald Griswold (Abingdon ROC I)

1. Charles Stecker - Wise County Skill Center
2. Davline Hagey/Ms. Knox - Washington County Employment/Training Office
3. Virginia Employment Commission
4. Bea Simpson/Jessie Osborne - Rooftop CAP
5. Max Sullings - Mountain CAP (Marion)
6. Bill Allison - Tazewell CAP

Wade Morrison (Arlington Skills Center)

1. Jerry Hardy - Vocational Education Director) - Roanoke County Schools

Bob McKinney (Roanoke ROC II)

1. Pat Tieg/Ron Harriman - New River Community College
2. Ron Sokol (YETP) - Gyles County

Sumner Pugh (Farmville ROC III)

1. Karen Jones/Dr. Bob Snead - Southside Virginia Community College
2. Claude Miller - Prince Edward Public Schools
3. Henry Tann - Virginia State College
4. Dr. Russel A. Moon, Jr. - Lunningburg County Schools
5. Dave Ingram - Amelia School Board

Sumner Pugh (Farmville ROC III) - continued

6. Robert Coats - Prince George County
7. Sam Owens - Greensville County
8. Guy Griffin - Crew Skills Center
9. Mr. Brockwell - Brunswick County
10. John Morgan - Buckingham County
11. Henry Harrison - Halifax County
12. Clarence Penn - Surry County

Sharon Waddell (Roanoke)

1. Joseph Coleman - Roanoke City Schools
2. Marian Champa - Clifton Forge Public Schools
3. Earl Savage - Craig County Public Schools
4. Harry Nickens - Virginia Western Community College
5. Allen Arnold - Dabney Lancaster Community College
6. George Franklin - OIC, Roanoke

Bill Ward (Northern Virginia Community College)

1. Jean Neverton - Alexandria Community College
2. Dick Kent - Loudin County
3. Mr. Withers/Lou Barbering - Loudin Campus
4. Bob Friedman - Alexandria Prime

Marcellus Heath (TAMA)

1. Lewis Moore - Tidewater Community College
2. Edward Tickle - Norfolk Public Schools
3. Adam Harold - STOP
4. Jack Maccomas - STAMA

Paul Clancey (POMP)

1. Ted Christ/Elvin Adams - York County Schools
2. Jean Epps - Newport News School Board
3. Cliff Havlick - James City County Adult Education
4. Dora Anderson - Ex-Task Force Chairperson
5. Karen Stroder - Skills Center/Buckroe

Howard Bullen (Arlington)

1. Wade Morrison - Northern Virginia Skills Center
2. Pat Pasquale - Howard Middle School
3. Gary Smucker - National Business School
4. Pat Greco - Control Data Institute

Michael Gilbert (Fairfax)

1. Ken Plum, Director - Fairfax County Adult Education
2. Bill Ward - Northern Virginia Community College

Gerald Gordon (Alexandria)

1. Ken Plum - Fairfax County Adult Education
2. Dot Spencer/Earl Pulley

Ralph Leach (RAMPS)

1. Marvin Edwards - Richmond School Board
2. Frank Hurley - GETC

Walter Coleman (Richmond Consortium)

1. Bill Townsend - Chesterfield County
2. Mr. Palmer - Richmond Schools
3. Don Reilley - GETC
4. Mr. Rainey - VCU
5. Max Wortman - VPI School of Business

APPENDIX U

QUESTIONNAIRE ON CETA-EDUCATIONAL LINKAGES

The following key linkage issues have been identified by various CETA shareholders (Prime Sponsors & Educational Providers) as important in the development of relationships between educational service providers and CETA Prime Sponsors or ROCS (Regional Operation Center Services). Please review each issue and rate the degree to which you feel it is important in developing SUCCESSFUL LINKAGES. For each, circle SA if you STRONGLY AGREE that this issue is important to successful linkages, A if you AGREE, NS if you are NOT SURE, D if you DISAGREE, and SD if you STRONGLY DISAGREE.

1. Confusing and Conflicting Regulations

   This issue deals with aspects pertaining to legislation, written rules and regulations covering the aspirations of each agency, and the interpretation of those rules. The results are confusion and indecision of operations from changing policies, non-specifity of regulations, burdensome reporting requirements, etc... SA A NS D SD

2. Program Outcomes

   This issue involves a focus on outcomes instead of problems or causes. Successful linkages are described in terms of outcomes that apply to clients, programs and employers. Examples of such outcomes are better employer acceptance, more transitions to unsubsidized employment, higher rates of completing training, and a better retention of applicants. SA A NS D SD

3. Information Issues

   Information barriers reflect issues related to other agencies, clients, and labor market information. Concerns include the need for a common data base for clients, commonality of terms and definitions, a common referral system and recognized labor market needs. Evaluation and measurement concerns include assessment of client strengths and weaknesses and evaluation of progress and success. SA A NS D SD

4. Staff Knowledge and Expertise

   This issue involves knowledge qualities and training characteristics of staff members needed to enhance successful linkages. Included are assessment skills, knowledge of occupational information, and ability to prioritize and make decisions. SA A NS D SD

5. Communications Methods

This issue includes the need for effective and efficient means of communication and non-threatening means for sharing information and data. It often expresses itself in disinterest and a lack of cooperation, lack of commitment, and attitudinal and personality conflicts. SA A NS D SD

6. Program Characteristics

This issue focuses on describing successful linkages by certain program characteristics resulting in offering non-duplicative services, innovative programs---programs that offer more for the money, and evidence of good planning and guidelines. SA A NS D SD

7. Funding Cycle Problems

This issue relates to barriers presented by funding and planning cycles. It results in funding crisis, fiscal calendar problems, and lack of good faith commitments. SA A NS D SD

8. Interpersonal Characteristics of Staff

The focus in this issue is on behaviors that contribute to staff members' effectiveness in implementing linkage relationships. These behaviors result in such descriptions as dedication, diligence and willingness to go beyond the call of duty, clear communications, informality, flexibility, enthusiasm, and successful expectations. SA A NS D SD

9. Turf

This issue deals with agency boundaries, competition for clients, awarding academic credit, power relationships, lack of commitment, and political distrust. SA A NS D SD

10. Administrative Actions

There are some dominant administrative behaviors that characterize the actions of successful linkage participants. Included are maintaining high visibility, initiating and maintaining contact, informing agencies of policy changes, and involving agency people as Planning Council representatives and decision makers. SA A NS D SD

11. Goal Incongruence and Role Confusion

Some roles and clients of agencies overlap, often leading to diffuse and sometimes converging goals, resulting in duplication of service, problems of role perception, and problems recruiting appropriate clients. SA A NS D SD

12. Internal Problems of Agencies

This issue concerns in-house problems such as management, staffing, training inadequacies, and local problems of logistics, e.g., staff turnover, recruitment, planning, SA A NS D SD

٢

These twelve issues are listed below. Please rank these issues to show their relative importance in establishing educational linkages. For example, if you think that the TURF issue is the most important, give it a 1. Next, select the issue that you think is the least important. For example, if you think the PROGRAM OUTCOMES issue is the least important give it a 12. Go on to number 2, then 11. Continue in this manner until you have given each issue a number ranking its importance to you.

__1__ CONFUSING AND CONFLICTING REGULATIONS
_____ PROGRAM OUTCOMES
_____ INFORMATION ISSUES
_____ STAFF KNOWLEDGE AND EXPERTISE
_____ COMMUNICATIONS METHODS
_____ PROGRAM CHARACTERISTICS
_____ FUNDING CYCLE PROBLEMS
_____ INTERPERSONAL CHARACTERISTICS OF STAFF
_____ TURF
_____ ADMINISTRATIVE ACTIONS
_____ GOAL INCONGRUENCE AND ROLE CONFUSION
_____ INTERNAL PROBLEMS OF AGENCIES

Does your organization serve as a(n):

_____ CETA Prime Sponsor or ROC
_____ Educational Service Provider (LEA, Skill Center, Community College, Proprietory School, Community-based Organization)
_____ State-level Organization (GETC, VEC, etc.)
_____ Other (Please Specify)

Please complete and return this form at your earliest convenience to:

Research and Evaluation Consultation
Hampton Institute
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APPENDIX E

Articles Depicting previous Implementation of the JEM

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APPENDIX F

. Percent of CETA and Service Provider Respondents Citing an Issue As a Positive Aspect of (++) or Barrier to (--) Linkages

Issues	CETA (n = 15)		Providers (n = 17)	
	++	--	++	--
1. Confusing and Conflicting Regulations This issue deals with aspects pertaining to legislation, written rules and regulations covering the aspirations of each agency, and the interpretation of those rules. The results are confusion and indecision of operations from changing policies, non-specificity of regulations, burdensome reporting requirements, etc.		8 (53%)	2 (12%)	11 (65%)
2. Program Outcomes This issue involves a focus on outcomes instead of problems or causes. Successful linkages are described in terms of outcomes that apply to clients, programs, and employers. Examples of such outcomes are better employer acceptance, more transitions to unsubsidized employment, higher rates of completing training, and a better retention of applicants.	2 (13%)	4 (6%)	6 (35%)	1 (5%)
3. Information Issues Information barriers reflect issues related to other agencies, clients, and labor market information. Concerns include the need for a common data base for clients, commonality of terms and definitions, a common referral system, and recognized labor market needs. Evaluation and measurement concerns include assessment of client strengths and weaknesses and evaluation of progress and success.	4 (26%)	5 (33%)	7 (41%)	7 (41%)
4. Staff Knowledge and Expertise This issue involves knowledge qualities and training characteristics of staff members needed to enhance successful linkages. Included are assessment skills, knowledge of occupational information, and ability to prioritize and make decisions.	2 (13%)	4 (26%)	3 (18%)	4 (23%)
5. Communications Methods This issue includes the need for effective and efficient means of communications and non-threatening means for sharing information and data. It often expresses itself in disinterest and a lack of cooperation, lack of commitment, and attitudinal and personality conflicts.	1 (6%)	6 (40%)	5 (29%)	2 (12%)

Issues	CETA (n = 15)		Providers (n = 17)	
	++	--	++	--
6. Program Characteristics This issue focuses on describing successful linkages by certain program characteristics resulting in offering non-duplicative services, innovative programs, programs that offer more for the money, and evidence of good planning and guidelines.	1 (6%)	4 (26%)		
7. Funding Cycle Problems This issue relates to barriers presented by funding and planning cycles. It results in funding crises, fiscal calendar problems, and lack of good faith commitments.		4 (26%)		1 (5%)
8. Interpersonal Characteristics of Staff The focus in this issue is on behaviors that contribute to staff members' effectiveness in implementing linkage relationships. These behaviors result in such descriptions as dedication, diligence and willingness to go beyond the call of duty, clear communications, informality, flexibility, enthusiasm, and successfu' expectations.	5 (33%)	1 (6%)	6 (35%)	
9. Turf This issue deals with agency boundaries, competition for clients, awarding academic credit, power relationships, lack of commitment, and political distrust.	2 (13%)	1 (6%)	2 (12%)	2 (12%)
10. Administrative Actions There are some dominant administrative behaviors that characterize the actions of successful linkage participants. Included are maintaining high visibility, initiating and maintaining contact, informing agencies of policy changes, and involving agency people as Planning Council representatives and decision-makers.		1 (6%)		1 (5%)

Issues	CETA (n = 15)		Providers (n = 17)	
11. Goal Incongruence and Role Confusion Some roles and clients of agencies overlap, often leading to diffuse and sometimes converging goals, resulting in duplication of service, problems of role perception, and problems recruiting appropriate clients.	1 (6%)	4 (26%)	2 (12%)	6 (35%)
12. Internal Problems of Agencies This issue concerns in-house problems such as management, staffing, training inadequacies, and local problems of logistics, e.g., staff turnover, recruitment, planning, classroom logistical problems, etc.		3 (20%)		3 (18%)

APPENDIX G

JEM REPORT OF NON-PARTICIPANT OBSERVER/DOCUMENTER

Introduction

In the fall of 1979, the Research and Evaluation Consultation Center, Hampton Institute, was awarded a grant from the Governor's Employment and Training Council (GETC) to identify exemplary linkage arrangements between CETA programs and local educational service providers. To accomplish this goal, project staff developed a two-phase model whereby successful CETA linkage efforts and activities could be researched and documented. This model capitalized on the implementation of naturalistic inquiry, or qualitative, evaluation strategies. The overall goal of Phase I was to identify those issues that affected successful CETA educational linkages and their transferability in Virginia. Accomplishment of this goal would identify those issues that were of primary importance to CETA stakeholders. These issues would also serve as the basis for Phase II-the selection of one or two key issues that would be subjected to indepth inquiry and discussion by the relevant stakeholders.

The development of the two-phase model coincided with the basic concepts set forth by the Judicial Evaluation Model (JEM). Developed by Wolf (1975,1979), Kourilsky (1973), and Levine (1973), the JEM borrows concepts from the legal arena and adapts them to the evaluation of educational programs. As Wolf states, "the intention was not to replicate legal procedures in educational evaluation, but rather to use the metaphors of law in developing appropriate and meaningful evaluation concepts and procedures" (Wolf, 1979, p. 21). Whereas traditional evaluation models have relied on the use of objective and quantitative data alone, the JEM provides a mechanism for the inclusion of options, biases, and speculations. Although the presentation of facts during JEM proceedings is still important, human testimony provides an added dimension. In this way, the forum

provides a method for controversial issues to be aired and discussed in a public setting. Emphasis is placed on the clarification of these issues so that informed recommendations for action can be made. The "win/lose" dynamics of legal proceedings should be minimized. Of critical importance is the involvement of persons who are affected by the identified issues.

According to Wolf's model (1975; 1979), there are four stages: (1) issue generation, (2) issue selection, (3) preparation of arguments, and (4) the clarification forum. Each of these stages is briefly outlined in the paragraphs that follow.

The primary purpose of the issue generation stage is to identify a broad range of issues that reflect the concerns of those persons who are involved in or affected by the program. During this stage information is collected from program stakeholders that will later serve as a basis for issue selection.

During issue selection, the number of issues identified during the issue generation stage is reduced to a manageable size. Issues are selected on the basis of two criteria: importance to the stakeholders and an analysis of the content and implications of each issue.

During the preparation of arguments, data are collected that are intended to support the individual positions of the case presenters. This includes the interviewing of key informants, the review of relevant documents, the synthesis of the collected information, and the formulation of contentions.

The clarification forum is a public hearing where the selected issue(s) is (are) presented before a panel. The case presenter makes contentions concerning his/her position. This position is then bolstered through the use of witnesses, who provide testimony related to his/her particular side. Through skillful questioning, the case presenter elicits information from the witnesses that is germane to the case.

Evaluation of CETA Educational Linkages

Although the primary purpose of this report is to provide a detailed description of the clarification forum, the author would be remiss if she did not include a brief discussion of the first three stages of Wolf's model and how the project staff implemented them. The first stage of the model--issue generation--occurred during Phase I of the project. Phase I lasted approximately three months, and during this time, the staff developed a plan for the program, established communication ties with CETA stakeholders, and developed organizational structures (see Appendix H for a copy of an outline of activities that was followed throughout the course of the project). Prior to the contact of key stakeholders, project staff conducted a review of extant literature. This literature was concerned with the development of linkage activities and their relationship to sponsored employment and training outcomes. Drawing upon this information and from planning sessions, an interview schedule was developed. Information was collected on five major areas: (1) nature of the organization, (2) description of clients served, (3) linkage factors, (4) documentation and evaluation issues, and (5) referrals (see Appendix A for a copy of the instrument).

This interview schedule was administered to a sample that included representatives from each of the ten Prime Sponsors and the five Regional Operation Centers (ROC's). Since representatives from each of the educational service providers could not be included, a 20% sample was drawn. Three of the 15 Prime Sponsors/ROC's were selected--the Fairfax Prime Sponsor, the Peninsula Office on Manpower Planning Prime Sponsor, and the Farmville ROC. These three areas were selected due to their diversity in geographic locations, urban-rural settings, and the type of clientele served. Contracted service providers were included in the sample, and organizations such as the local educational agencies (LEA's), skill centers, proprietary schools, and community-based organizations (CBO's)

were represented. Key informants from each of the Virginia Employment Commission (VEC) area offices were also interviewed.

On the basis of these interviews, twelve issues related to educational linkages were identified: (1) confusing and conflicting regulations, (2) program outcomes, (3) information issues, (4) staff knowledge and expertise, (5) communications methods, (6) program characteristics, (7) funding cycle problems, (8) interpersonal characteristics of staff, (9) turf, (10) administrative actions, (11) goal incongruence and role confusion, and (12) internal problems of agencies. The identification of these twelve issues kicked off the start of Phase II of the project.

These twelve issues were incorporated into a project-developed questionnaire (see Appendix D for a copy of the questionnaire). The primary purpose of the questionnaire was to lay the groundwork for accomplishing the second of Wolf's four-stage model--issue selection. Two objectives were identified: (1) to determine the existence of pro and con attitudes and perceptions on each issue and (2) to determine the relative importance of each issue to the various types of stakeholders. This questionnaire was mailed to 320 persons who represented the Prime Sponsors, ROC's, VEC area offices, LEA's, skill centers, community colleges, proprietary schools, CBO's, municipal administrators, and private businesses. Questionnaires were mailed on March 24, 1980, and a follow-up reminder was sent two weeks later to those persons who had not responded. A response rate of 70% was achieved. To ensure the validity of the results of the questionnaire, a follow-up interview was conducted with selected personnel from the stakeholder population.

Results from the interviews and mailed questionnaires were analyzed, using factor analytic procedures. This enabled project staff to identify those issues that reflected the uppermost concerns of the involved stakeholders. Two issues were identified--the client-centered approach vs. the system-centered approach and low intensity linkages vs. high intensity linkages. Both issues were subsumed under program outcomes. With the finalization of these two issues by the staff, the issue selection

stage of JEM was complete.

During May and June, the case presenters succeeded in accomplishing the third stage of the JEM--preparation of arguments. The services of four case presenters were procured. Dr. James Victor, Hampton Institute, and Dr. Margaret Dabney, Virginia State University, were selected to represent Team I, and Dr. Sam Massenberg, National Aeronautics and Space Administration, and Dr. Ruth Montague, Hampton Institute, comprised Team II. These case presenters worked together to identify areas of commonality and contention. By doing so, they were able to develop the arguments through the collection of pertinent evidence.

With the assistance of project staff, case presenters identified key stakeholders who represented Prime Sponsors, ROC's, educational service providers, the private sector, and state-level agencies. Collection of evidence included interviewing, and in some cases re-interviewing, of identified stakeholders and the obtaining of relevant documents. Through these interviews, witnesses were identified. Case presenters were not only responsible for organizing the case through the selection of witnesses, but they were also expected to adequately prepare the witnesses for the clarification forum. Witnesses were chosen on the basis of their ability to articulate their views which would provide persuasive testimony to support their team's contentions. A consideration was also made as to the constituency that the witnesses represented. Since the purpose of the clarification forum was to provide information that would enhance the understanding of the issues in question, broad representation from all involved parties was critical.

While the case presenters were busily preparing their arguments, project staff were engaged in organizational activities. Dr. Ruth Swann, Hampton Institute, was charged with the responsibility of logistics. With the assistance of Dr. Ronald Braithwaite, Project Director, and Mr. Phillip Lucas, Research Associate, logistical plans for the forum were developed and later executed with ease. Hotel reservations at the John Marshall Hotel in Richmond were made in advance for project

These twelve issues are listed below. Please rank these issues to show their relative importance in establishing educational linkages. For example, if you think that the TURF issue is the most important, give it a 1. Next, select the issue that you think is the least important. For example, if you think the PROGRAM OUTCOMES issue is the least important give it a 12. Go on to number 2, then 11. Continue in this manner until you have given each issue a number ranking its importance to you.

__1__ CONFUSING AND CONFLICTING REGULATIONS
_____ PROGRAM OUTCOMES
_____ INFORMATION ISSUES
_____ STAFF KNOWLEDGE AND EXPERTISE
_____ COMMUNICATIONS METHODS
_____ PROGRAM CHARACTERISTICS
_____ FUNDING CYCLE PROBLEMS
_____ INTERPERSONAL CHARACTERISTICS OF STAFF
_____ TURF
_____ ADMINISTRATIVE ACTIONS
_____ GOAL INCONGRUENCE AND ROLE CONFUSION
_____ INTERNAL PROBLEMS OF AGENCIES

Does your organization serve as a(n):

_____ CETA Prime Sponsor or ROC
_____ Educational Service Provider (LEA, Skill Center, Community College, Proprietory School, Community-based Organization)
_____ State-level Organization (GETC, VEC, etc.)
_____ Other (Please Specify)

Please complete and return this form at your earliest convenience to:

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staff, panel members, and witnesses. Four suites on the same floor as the forum were also reserved. These suites later served as meeting rooms for the staff, panel deliberations, and witness preparation. Logistical plans included the development of registration procedures for the audience, the packing of forum materials, and the scheduling of support staff. The registration packets consisted of Wolf's 1979 JEM article, the Issues Background Paper (see Appendix I for a copy), definitions of common CETA terms, and note-taking materials. It was decided that Ms. Julia French, Mr. Vincent Hale, and Mr. Ronald Letzelter would accompany the staff to the forum. Ms. French's responsibilities would include the provision of clerical support--on-the-spot typing and the reproduction of materials. Secretarial support was particularly critical during the panel deliberations. Arrangements were made to use the hotel facilities for reproduction. Mr. Hale and Mr. Letzelter provided audio-visual expertise in the audio- and videotaping of the session. Still photographs were also shot.

The John Marshall Hotel was selected for the forum. Originally, the project staff attempted to engage the use of a courtroom, but this plan became infeasible. The John Marshall Hotel was an excellent choice due to its location in downtown Richmond. This location facilitated the attendance of personnel from state government and CETA-related agencies. A variety of restaurants were also located in the immediate vicinity.

In addition to the handling of organizational details, project staff monitored the case presenters' activities. Monthly staff meetings were held to review progress. Ten days before the forum, a staff meeting was held to walk the case presenters and project staff through the scheduled agenda. At this time opening arguments were reviewed and refined. Rules and procedures for the forum and for the panel were finalized, and stipulated agreements were verified (see Appendix J for a copy of the Rules and Procedures).

Prior to the two-day clarification forum, the project staff planned to conduct a pre-forum discovery session in order to identify potential problem areas and to review the opening arguments and supporting evidence. Due to a miscalculation in the estimation of time allotted for the preparation of arguments, this session was not held.

The Clarification Forum

The clarification forum is the fourth and final stage of the JEM and represented the culmination of Phase II of the project. At this time the issues were made public through the presentation of data. The opening arguments laid the groundwork for each team's contentions. Witness testimony provided the necessary supporting evidence.

The day before the forum was scheduled to begin, the staff arrived at the John Marshall Hotel. To ensure that the room was arranged satisfactorily and that the audiovisual equipment was functioning properly, a 6:00 p.m. staff meeting was held. The forum was scheduled to take place in the 14th Floor Garden Roof, a ballroom with high ceilings and wooden floors (see Appendix K for the blueprint of the room). These two factors, the high ceilings and wooden floors, were complications that caused acoustics to be poor throughout the hearing. The staff did alter the positions of the case presenters, witnesses, witness stand, and audience in order to seat the audience closer to the actual proceedings. Due to the enormous size of the room, microphones were placed for the panel, case presenters, witnesses, and forum moderator to use.

In addition to the viewing of the forum room, the project staff met to review last minute details. The meeting was called to order at 7:30 p.m., once the forum room arrangement had been finalized. The agenda included seven items: (1) review rules and procedures, (2) review the flow of events for the two days of the forum, (3) review the panel charge, (4) discuss logistics, (5) review

the stipulated agreement, (6) discuss the written evidence, and (7) review the witness charges. Since Mr. John Pyles, Executive Director of the Applied Social Systems Institute for Research Development and forum moderator, had to drive from Washington, D.C., it was agreed that items 1, 3, 5, 6, and 7 would be delayed until his arrival. During the meeting, events on the program were reviewed and it was decided that case presenters would be limited to 15 minutes of direct testimony and 5 minutes of cross-examination of each witness. Due to time limitations, no re-direct nor re-cross of witnesses would be permitted. Closing statements by the case presenters would be restricted to 15 minutes a piece. The entire forum would be audio- and videotaped, and a summary of the proceedings would be submitted to GETC as part of the final research report. The meeting adjourned at 10:00 p.m.

On July 9, Day One of the forum, the panel was asked to meet with the panel facilitator, forum moderator, and non-participant observer prior to the actual forum. Dr. James Patton, the panel facilitator, opened the session at 9:10 a.m. in suite 1444. Panel members were given notebooks at this time, as well as copies of the panel rules, panel charge, and the format for the individual and group panel reports (see Appendices L, M, and N). Panel members had the option of taking notes during the forum.

This morning session was the first time that the panel had met as a group. Excluding Dr. Edmund Gordon, all members were residents of Virginia. Ms. Flora Armstrong is the Executive Director of the Virginia Association of Rehabilitation Facilities in Richmond. Dr. Rufus Beamer is the Executive Director of the Virginia Advisory Council on Vocational Education in Blacksburg. He is also an advisory board member of GETC. Mr. Enoch Butler is the Executive Director of the Fairfax Community Action Agency in Falls Church. Mr. Gerald Gordon is the Executive Director of the Arlington County Prime Sponsor and is a member of GETC. Mrs. Jessie Rattley is the President of the National League of Cities and a Council-

woman from Newport News. Ms. Karen Strovink is the principal of the Buckroe Skills Center in Hampton. Dr. Edmund Gordon is a professor at Yale University in the Department of Psychology. These seven members formed an impressive and knowledgeable panel in terms of their expertise in the areas of human diversity manpower training and vocational and career education, and their background with CETA programs.

The purpose of this panel session was to give a brief overview of the day's procedures and logistics. In addition, Dr. Patton outlined the tasks of the panel in terms of the individual and group reports. The panel charge was discussed. At this time one of the panel members brought up the issue of personal experience--should recommendations be made on the basis of the presented and written evidence alone or could they draw from their own backgrounds? No resolution was reached at this time. Panel questions also concerned the purpose of the final product. It was felt that the recommendations that would result would have little impact in terms of changing legislation. A few panel members also expressed their lack of familiarity with the JEM but voiced their enthusiasm for seeing the model in action. Dr. Patton cautioned that the primary purpose of the forum was the evaluation of CETA. The implementation of JEM as an evaluation method was secondary. The meeting adjourned at 9:50 a.m. to allow members to refresh themselves and to be seated in time for the opening of the forum.

Dr. Braithwaite, Project Director, opened the first day's forum at 10:05 a.m. At this time he presented an overview of the porject and discussed concepts underlying the JEM, including its four stages and the role of each of the forum's participants. The panel members and project staff were introduced at this time. Dr. Braithwaite then turned the forum over to the forum moderator.

Mr. Pyles opened the forum with a bang of the gavel. He called for Dr. Massenburg, who introduced the contextual statement on CETA, including a brief look at CETA legislation and the purpose of CETA; he then introduced Dr. Jean Harris, Secretary of Human Resources for the Commonwealth of Virginia.

Dr. Harris provided a second contextual statement, by delineating the areas of commonality between CETA and the Department of Human Resources. She stressed the need for interaction between those agencies involved with manpower training and those that provide social services. The need for joint efforts should not be underestimated since they are mutually satisfying and result in more services to the client since they capitalize on the pooling of resources.

Dr. Massenburg then introduced Dr. John Johnson, Professor of Eduation at the University of the District of Columbia. Dr. Johnson gave a perspective of the CETA client, based upon his own experiences with CETA programs.

Dr. Victor closed the contextual segment of the program by presenting a brief discussion of the use of the JEM in evaluating CETA educational linkages. He emphasized the complexity of the issues which had made polarization problematical. The two issues had been forced into dichotomies for the purpose of the forum, and he cautioned that such a polarization does not exist in the real world.

Mr. Pyles emphasized the closure of the contextual statements. Before going further, a brief word about the contextual statements is necessary at this time. The JEM, as it was conceived by Wolf (1975; 1979), does not include the use of contextual statements. It was felt by the project staff at Hampton Institute that contextual statements were needed in order to orient the audience to the purpose of CETA programs and to the characteristics of CETA clients. Since many of the audience members had no prior experience with CETA, this proved to be a helpful feature.

Upon completion of the contextual statements, Mr. Pyles presented Issue One:

> CETA legislation mandates that client success be measured in terms of increased income, skill generation, increased job opportunities, and unsubsidized employment. A client-centered approach to services and linkages emphasizes the need of the individual CETA client for self-actualization, human development and preparation for the world of work. By contrast, a system-centered approach focuses on client employability in the development of services and linkages.

Dr. Dabney, Team I case presenter, represented the client-centered approach for Issue One (See Appendix Q for copy of opening statment). Her basic contention

was that CETA services must be tailored to the individual needs of the clients and not limited to training. In order to address the needs of the individual, a holistic and human development approach is required. INdividual needs must be identified, and available resources must be examined. Programs must be devveloped that are responsive to the identified needs and existing services, and communication systems between the appropriate agencies must be established. Although CETA's primary goal is stated in terms of employability, Dr. Dabney built the case that the emphasis should dictate what services are offered.

Dr. Montague, Team II case presenter, represented the opposing side--that system-centered linkages give more promise of meeting CETA goals than client-centered linkages (See Appendix P for a copy of opening statement). Her focus was on CETA as a system that strived to meet the four CETA objectives: increased income, skill training, greater job opportunities, and unsubsidized employment. Without an administrative network of organizations, services, and linkages, the needs of the CETA client could not be met effectively. By strengthening the CETA system, client benefits would be enhanced.

At the conclusion of Dr. Montague's opening argument and prior to the scheduled recess, Mr. Pyles sought to clarify the two sides of the issues for the panel and the audience. He allowed panel members to ask questions. Their questions exemplified the need for the case presenters to more adequately define the positions that they were defending. As stated, the opening arguments did not present a clear-cut dichotomy.

During the recess, the project staff met to determine if they could obtain a more lucid definition of the two sides. It was decided that the forum moderator would present the two positions as they were stated on the program. Consensus was not reached as to how the issue could be further elucidated.

At 1:10 p.m. the forum moderator opened the afternoon session. He restated Issue One by reading directly from the program. He then turned the forum over to Dr. Dabney so that she could begin the questioning of her witnesses.

Five witnesses provided the supporting evidence for Team I's contention that the client-centered approach gave more promise of meeting CETA goals than the system-centered approach. Witnesses were Ms. Jean Rodgers, Director of the CETA Staff Development Project, Virginia Commonwealth University; Mr. Junius Haskins, Executive Director of the Lynchburg Community Action Agency; Mr. William Harvey, Deputy Director of the Tidewater Area Business and Contractors Association; Mr. Mat Pasquale, Director of CETA for the Alexandria Public Schools; and Ms. Jayne Thomas, Director of Community Relations and Resource Development for the Total Action Against Poverty Project and a member of the Roanoke School Board. These witnesses were all directly involved in the provision of services to the client. After each witness was examined by the case presenter, Dr. Montague was given the opportunity to cross-examine the witness. In addition the forum moderator had the option of asking questions that he felt might further clarify the issue.

Team II presented four witnesses: Mr. Leonard Ferrara of the CETA Division of the Virginia Employment Commission (VEC); Mr. William Ward, retired grants officer from Northern Virginia Community College; Ms. Alverta Lewis, Executive Director of the Richmond Area Manpower Planning System; and Mr. Paul Clancey, Executive Director of the Peninsula Office of Manpower Programs. Whereas the witnesses from Team I were involved in direct service delivery, Team II witnesses represented administrative and managerial positions within the CETA system. The same procedure of direct, cross, and clarifying questions by the forum moderator was followed.

It was felt by case presenters, Panel members, and persons from the audience that the forum moderator played too active a role in the first day's proceedings.

Instead of limiting himself to questions that clarified the issue or to procedures that would reduce the amount of irrelevant testimony, it appeared that he also examined the witnesses. This partially explains the extension of the day's proceedings (i.e., it ended 30 minutes later than scheduled), the limited number of questions from the pnael, and the shortened versions of the closing arguments by the case presenters. The planned informal gathering was cancelled, and by the time the session ended for the day, only a handful of audience members remained. However, it would be misleading to state that the forum moderator was the primary source of the problems that were encountered on Day One. Time was particularly limited due to the presentation of contextual statements. The ambiguity of the issue and the inability of the case presenters to clearly define the salient points of their respective positions caused additional problems. Procedures were needed to further explicate the nuances of each side for the panel, and the forum moderator attempted to bridge the gap. The panel was clearly confused by the charge that was presented to them at the conclusion of the testimony and closing arguments (See Appendices Q & R for copy of closing statements). The charge stated:

> The panel should answer the question, "Do client-centered linkages give more promise of meeting CETA goals that system-centered linkages?" Your decision should include the major considerations and evidence which support your position. Also make recommendations for changes in policy, program planning, and implementation as they relate to improving CETA educational linkages, hence, CETA outcomes. Your resolution should also include the identification of exemplary linkage arrangements which should be replicated in other settings.

After the charge was presented, the panel was permitted to ask questions of both the case presenters and the witnesses. From the questions that were asked by the panel, confusion still remained as to the difference between a client-centered orientation and a system-centered one. In addition to the problems of adequately identifying the differences between the two positions, the testimony did not provide examples of exemplary linkage arrangements. Although a few were mentioned by Mr. Pasquale, Mr. Ward, and Ms. Thomas, the panel was not able to obtain a sufficient description of any of the examples nor evidence as to their

effectiveness in providing CETA services. Panel inquiry ended at 5:30 p.m., at which time the forum moderator formally adjourned the session.

Panel deliberations on Issue One got underway at 8:00 p.m. in Suite 1442. The seven panel members, Dr. Patton, and the non-participant observer attended this meeting. Dr. Patton opened the meeting by giving each of the panel members a copy of the two opening arguments for Issue One. Discussion became an extension of the afternoon's inquiry where the two positions became the focal point. One member complained, "I spent most of the day trying to figure out what the issue was." Several panel members voiced their concern that they saw no clear-cut dichotomy of the two sides. It was felt that the dichotomy was contrived, and that even the witnesses had a difficult time supporting a particular orientation. One member stated that little persuasive evidence was presented, and that he could not be swayed from his initial views and biases. Several stated their disappointment about the lack of documentation and objective data and the heavy reliance on personal opinion. Although they recognized that the JEM was built on the concept of human testimony, they felt that "soft data" would have strengthened the individual positions (e.g., "I took a survey and 73% of the respondents felt that the client-centered approach catered to the individual needs of each CETA client."). After an hour of discussion, consensus was achieved on the following points:

1. there was no polarization of the two positions;
2. the testimony was not convincing; and
3. the client-centered approach and the system-centered approach are both needed.

They were thus able to agree on the statement, "Since the legislation mandates linkages, it is recommended that a process system be established which incorporates a mechanism which includes a wide variety of training and service options (linkages). This system should be based on the premise that it is flexible and responsive to the needs of individual clients." Dr. Gordon then volunteered to develop a set of

considerations and supporting evidence for this statement in time for the panel deliberations scheduled for the following evening.

The panel also suggested that the moderator leave the bulk of the questioning to the case presenters. They felt that the case presenters and panel members needed more time for inquiry. They suggested that they be allowed to question witnesses once the cross-examination of each witness was complete. They also felt that there was a need for the case presenters to stick to the issue at hand and to omit testimony that was not relevant. The Panel meeting ended at 9:40 p.m.

While the Panel was deliberating, the project staff conducted a debriefing session in Suite 1446. The primary purpose of the meeting was to review the day's activities, and in doing so, identify problem areas and potential solutions. To prepare for Day Two, the opening arguments for Issue Two were read and discussed. Both Dr. Massenberg and Dr. Victor incorporated suggestions that were made to them by the staff. When the panel facilitator and non-participant observer arrived, they conveyed the desire of the Panel to ask questions of the case presenters and witnesses immediately following each cross-examination. The case presenters were amenable to the suggestion and felt that it would strengthen the proceedings. It was also decided that the forum moderator would play a more passive role during the presentation of Issue Two. He would intervene only on those occasions where testimony was irrelevant or when clarification was needed. Project staff also felt that a one-day wrap-up session should be conducted at Hampton Institute within the next three weeks. This would allow staff members to obtain closure and to receive the findings and recommendations of the Panel.

Dr. Braithwaite opened the session at 10:05 a.m. on Day Two with a review of the previous day's activities. He also provided a brief overview of CETA and the rationale underlying the selection of the JEM for evaluating CETA educational linkages.

Mr. Pyles formally gaveled the clarification forum to order. Issue Two was then stated:

> CETA educational service providers may utilize a range of high or low intensity linkages. The intensity of a linkage can be measured and expressed by the degree of centralization mandated by policy and the resulting impact on inter-organizational behavior. The following concepts describe the varying degrees of centralization mandated by policy:
>
> | LOW INTENSITY | HIGH INTENSITY |
> |---|---|
> | Local Focus | State of Federal Focus |
> | Bottom-up Planning | Top-down Planning |
> | Autonomous Relationships | Subordinate/Superior Relationships |
> | Flexibility | Rigidity |
>
> The continuum from communications to collaboration to joint ventures represents the range of organizational linkage behaviors. Team I contends that Low Intensity Linkages are more prone to success, while Team II contends that High Intensity Linkages are more prone to success in achieving CETA goals.

Upon completing this statement, Mr. Pyles introduced Dr. Victor, Team I case presenter, who provided his team's opening argument in favor of low intensity linkages (See Appendix S for copy of opening statement). Their basic premise was that dedicated professionals at the local level were more in tune to their client's needs and could thus better serve them. He identified five barriers to successful program impact, and each of these barriers emanated from the high intensity approach--confusing and conflicting regulations, funding cycle problems, information barriers, agency boundaries, and goal incongruence and role confusion.

Dr. Massenburg, Team II case presenter, then gave his opening argument where he contended that high intensity linkages are superior to low intensity ones. (See Appendix T for copy of opening statement). He stated that they are superior because they maximize the joint venture efforts of all CETA-involved persons to help CETA clients--federal and state agencies, Prime Sponsors, Regional Operation Centers, community-based organizations, local educational agencies, and the private sector. These joint efforts require the establishment of a highly complex network of communication and collaboration that seeks to provide services that are in

the best interests of the client.

Day Two's session differed somewhat from that of Day One in that contextual statements were presented only on the first day. As a result, witness testimony could immediately follow the opening arguments. In addition time restrictions were not as great. At the conclusion of Dr. Massenberg's opening argument, the forum moderator turned the forum over to Dr. Victor. Dr. Victor questioned four witnesses to support his contention that low intensity educational linkages gave more promise of meeting CETA goals than low intensity linkages. The four witnesses were: Ms. Alicia Lugo, Executive Director of the Charlottesville OIC; Mr. William Harvey, Deputy Director, Tidewater Area Business and Contractors Association; Ms. Jean Rodgers, Director of the CETA Staff Development Project, Virginia Commonwealth University; and Mr. Junius Haskins, Executive Director, Lynchburg Community Action Agency. Each of these witnesses was directly involved with the provision of training services or employment of CETA clients. After each witness was examined, the opposite team's case presenter had the option to cross-examine the witness. The forum moderator then asked the panel whether they had any questions for either the case presenter or the witness. This procedure enlivened the discussion and provided panel members with an earlier opportunity to ask questions. It also succeeded in keeping the witnesses to the issue at hand and assisted the panel in terms of clarifying their tasks with respect to the charge.

Mr. Pyles adjourned the morning session at 12:30 p.m. for recess. The session resumed at 1:50 p.m. with the questioning of the Team II witnesses. Five witnesses testified: Ms. Alverta Lewis, Executive Director, Richmond Area Manpower Planning System; Mr. Paul Clancey, Executive Director, Peninsula Office of Manpower Programs; Dr. Howard Taylor, Director of Career Planning and Placement, Thomas Nelson Community College; Mr. James Webb, Supervisor of Instruction, Buckroe Skills Center, Hampton; and Mr. Ron Chandler, Supervisor, State Department of Education, CETA.

These five witnesses provided evidenct to support Dr. Massenburg's contention that high intensity linkages are superior to low intensity ones. As with Team II's witnesses of Day One, these persons could also be characterized as holding administrative or managerial positions in their respective agencies. Following each witness's direct testimony, Dr. Victor cross-examined and the panel probed with additional questions.

At the conclusion of the testimonies and cross-examination of the Team II witnesses, closing arguments were presented by Dr. Victor and Dr. Massenburg (See Appendices U & V for a copy of the closing statements). The panel was then given the charge by the forum moderator. The charge requested that the panel answer the question, "Do high intensity linkages give more promise of meeting CETA goals than low intensity linkages?" Included in the charge were the following tasks:

> Your decision should include the major considerations and evidence which support your position. Also make recommendations for changes in policy, program planning, and implementation as they relate to improving CETA educational linkages, hence, CETA outcomes. Your resolutions would also include the identification of exemplary linkage arrangements which should be replicated in other settings.

Once the charge was presented, panel inquiry began. At this time, the panel was given another opportunity to address their questions to the case presenters and witnesses. At the close of the forum, Dr. Braithwaite acknowledged each of the witnesses, as well as each of the staff members and Ms. Patricia Walsh, the project officer from GETC. He asked the audience to complete the evaluation form that was included in the registration packet. The audience was informed that they would receive a copy of the summary report within the next seven to eight weeks. The forum was adjourned at 5:00 p.m.

Day Two of the forum went much more smoothly than the first day. During the first day's sessions, potential trouble spots were identified. Flexibility

was a key in addressing the identified problems, and the staff was willing to incorporate suggestions from the pnael, witnesses, and audience. By enabling each of the participants to have input into the decision-making process, the forum improved in format and structure.

The major difference between the first and second day, however, was not due soley to the alterations that were made in the forum's structure. The selection of the issue to be aired and discussed was the key factor. In the case of Issue One, the positions of the two teams were not clearly defined. Consequently, it was felt that ambiguity existed. This feeling was shared by the panel and the audience. Witness testimony also indicated that they did not see the client-centered and system-centered approaches as mutually exclusive. Whereas there was no clear dichotomy in Issue One, the polarity was more discernible in Issue Two. Although confusion still existed concerning some definitional terms, the case presenters steered the testimony away from middle-of-the-road positions. They also heeded the suggestions of the panel to elicit more examples and soft data.

In addition to the non-polar nature of both issues, several participants (e.g., panel and audience) expressed a desire to have CETA clients represented on the panel and as witnesses. One panel member felt that the witnesses were not representative of those who participated in the CETA process, particularly the private sector, community-based organizations, and CETA clients.

The second of the three panel sessions commenced at 7:20 p.m. that same evening in Suite 1446. Dr. Gordon had prepared a draft of Issue One that included the findings and recommendations of the panel and the considerations and supporting evidence. This draft was based on what had actually transpired during the panel deliberations for Issue One. Panel members were given the opportunity to review and discuss the draft. Several changes in wording were suggested and adopted, but the basic character of the document remained the same.

A review of Day Two's sessions found that the panel was more satisfied with the actual forum. Two of the members stated that the arguments were stronger and on target. Members were pleased that project staff had allowed them to ask questions at a much earlier stage in the proceedings. Dr. Patton reiterated one of the major flaws of the JEM--the potential for an imbalance in the presentation of the issues due to the differing skill levels of the case presneters. Although the JEM tries to minimize this problem through the use of a forum moderator and panel inquiry, the disparity between two case presenters can determine the outcome of the panel deliberations. One of the panel members expressed the opinion that there was a need to structure the line of witness questioning in order to ensure that there was adherence to the relevant issues. There was the feeling that Dr. Massenburg had deliberately clouded the issue at times. However, the panel agreed that Dr. Massenburg proved to be a competent case presenter.

Similar to Issue One, Issue Two was not considered to be bi-polar. In order to provide effective CETA services, the panel believed that both low intensity and high intensity linkages were needed. The panel decided that legislation was mandated from th top so that the system itself could be considered a high intensity one. However, the delivery of actual services to the client relied on low intensity linkages. Debate ensued as to whether one's relative position in the system decided whether the linkage was of low or high intensity. It was finally agreed that this was a moot point since legislation was always mandated from the top down. The panel drafted and reached consensus about the following statement for Issue Two:

> The nature of CETA and the political/social context in which it must exist requires the dynamic integration of high and low intensity linkages. The federal sponsorship of the programs, the national need for some specific elements of the program, and the equity requirements of the program demand that basic specifications be mandated for program participation. The panel therefore finds that high intensity linkages are necessary in order to provide a structure in which low intensity linkages can be successful in meeting CETA goals.

The panel also agreed that the common characteristics of low intensity linkages were identification, relevance, flexibility, participation, and responsiveness to the client and community. High intensity linkages, on the other hand, could be characterized by systemic planning, accountability, monitoring and evaluation, management, consistency, and equity. Crucial to both types of linkages, however, was the establishment of a feedback system which provided participants with the opportunity to interact with appropriate persons and agencies. It was decided that Ms. Armstrong and Mr. Gordon draft a group panel report for Issue Two. All members were requested to come to the final panel session with recommendations for Issue Two. The meeting was adjourned at 9:15 p.m.

The third and final panel session began at 9:10 a.m. in Suite 1446. While Ms. French was typing Ms. Armstrong and Mr. Gordon's draft of Issue Two, they reviewed the final group report for Issue One. Consensus was reached concerning the findings, discussion, rationale, and recommendations for both issues. The specific resommendation can be identified in the panel report section which begins on page

Once the issue statements and recommendations were finalized and approved by the panel members, Dr. Patton accepted the responsibility for drafting the introduction and background of the Group Panel Report. Prior to the submission of this report to GETC, copies would be forwarded to each of the panel members for their review and comment. Where changes are desirable, the project staff will be notified and will incorporate these alterations. Panel members will also receive copies of the final report that the project staff prepares for GETC. It was agreed that copies of the Individual Panel Reports will be restricted to the project staff.

Dr. Braithwaite then met briefly with the panel at 11:30. For his benefit, Dr. Gordon provided a synopsis of the panel deliberations, including

a review of the major points of the group report for the two issues. Dr. Ronald Braithwaite then thanked panel members for their participation in the evaluation forum. Comments by the panel indicated that they were impressed with the JEM and felt that one of its strengths was the discussion of issues by a variety of involved persons. Panel members considered it to be a learning experience, and one member stated how the JEM forum was a "shot-in-the-arm" for the CETA system in Virginia. There was some concern that GETC might not follow up this CETA evaluation with any concrete measures. One panel member expressed willingness to speak to GETC members if that would facilitate change at the state and local levels. The meeting was adjourned at 12:00 noon.

Evaluation of the Forum by the Audience

On Day One of the forum, 47 persons registered. These registrants represented a diverse number of organizations. INcluded in the audience were CETA staff members from the community and state levels, public school personnel, and persons from the State Department of Education, the State Department of Mental Health and Mental Retardation, the State Department of Housing and Community Development, four universities, and five consulting firms. On Day Two 17 additional registrants filed cards. The majority of these persons were affiliated with state universities and CETA-related programs.

Audience members were asked to evaluate the proceedings of each day (See Appendix W for a copy of the evaluation instrument). This instrument consisted of four questions. The first dealt with forum format, the second and third with individual perceptions and reactions to the JEM process as a clarification procedure, and the fourth with the number of sessions attended. This instrument was included in the registration packet, and audience members were requested to complete it prior to departure. Due to the nature of the audience (i.e., professionals at state and local levels) and the length of the forum, very few

audience members remained at the end of both days. On Day One five evaluation forms were returned, and these tended to be negative. On Day Two, 21 instruments were handed in; of this number, 13 had attended both sessions, 7 had attended only Day Two, and 1 did not indicate his/her response. For those persons who had attneded both sessions, evaluative comments tended to more positive for the second day. Table 1 presents the results to the item, "In general this forum was..." Responses lay on a five-point continuum, where "1" indicated "not very" and "5" indicated "very". Seven descriptors were used as response categories.

TABLE 1

Responses to the Item, "In general this forum was . . ."

Response Descriptor	Day 1 $\bar{X}$[a]	Day 2 $\bar{X}$	$\bar{X}$ for Both Days	Overall $\bar{X}$
Stimulating	1.6 (5)[b]	3.0 (7)	3.2 (13)	2.9 (26)[c]
Informative	3.0 (5)	3.7 (7)	3.8 (13)	3.6 (26)
Exciting	1.2 (5)	3.0 (7)	2.7 (13)	2.5 (26)
Interesting	1.8 (5)	4.1 (7)	4.0 (13)	3.7 (26)
Understandable	2.8 (5)	3.0 (6)	3.7 (13)	3.4 (25)
Innovative	4.2 (5)	4.7 (7)	4.7 (13)	4.4 (26)
Useful	2.0 (5)	3.8 (4)	3.8 (12)	3.4 (22)

a Responses lay on a five-point continuum, from "1" (not very) to "5" (very).

b The numbers in parentheses indicate the sample size.

c The respondent who did not indicate the session(s) that he/she attended is included in the Overall $\bar{X}$.

When asked for personal reactions to the JEM process as a method for clarifying issues, 11 of the 26 respondents stated that the issues had not been clarified through the process. Four respondents felt that the definition of terms had been a problem. In addition to the positive rating that JEM received in terms of being "innovative," seven noted that the JEM offered an exciting approach for evaluation. One stated, "The JEM process presents a unique approach to the viewing of the effectiveness of CETA Rules and Regulations, as well as actual CETA operations. This process left me with the impression that it had great potential in the review of other problems associated with employment and training." Another said, "I was not familiar with the evaluation model. I not only find it very

exciting but see great promise in this approach for local school divisions. I believe it could contribute to greater understanding of and support for education by community members."

Statements centered around the non-polarity of the presented issues. One respondent stated that,

> The creation of the artificial dichotomy between client and system focus in CETA clouds the issue. It is the integration of the two that needs discussion. For this, communication must take place between partisans of both sides. And for communication to be effective, the power of the client and that of the system must be equivalent in order for the exchange not to be manipulative. Active engagement with the other's point of view means an understanding and appreciation (just value assigned) to his point of view. JEM process did not achieve this but represented a beginning step towards this goal.

On the other hand, another audience member did not feel similarly: "Overall, I believe it was necessary and informative to set up an artificial dichotomy. This can be frustrating, however, to people who want everything very clear-cut. Unfortunately, seldom if ever, can matters be all one way or all the other." A third view was that the artificial dichotomy did not occur: "There appeared to be no polarity, and little clarification occurred since the issue itself was unclear. The issue seemed to be more concerned with what are appropriate definitions/assessments of 'success'."

Comments also focused on the lack of supporting evidence that would have demonstrated that witness experiences were not idiosyncratic. Representation of all involved parties was an issue to some and caused one person to state,

> A serious lack in the testimony resulted from the absence of the witness of utmost importance--the CETA client. Neither team presented a personal case history to corroborate the position taken . . . With respect to the last issue raised by Mr. Butler regarding narrow representation of opinion, three out of five witnesses on Team I (on Day Two) came from the POMP area. Exactly three prime sponsors out of ten were represented. Is this an adequate number on which to base a decision on the issue?

Related to the testimony issue was the lack of congruence between the contenions and questioning. One audience member felt that a major deficiency was that:

> Case presenters gave little evidence that information gathered for their presentations had any direct bearing on their lines of questioning. Not once did I hear a case presenter refer to a documented piece of evidence that had been collected for purposes of drawing testimony from witnesses. To what end were data collection procedures used to solicit testimony and arrive at or move towards conclusions?

The disparity of the skills of the case presneters also caused some concern. Several felt that the varying dramatic styles might affect panel decision making. Another issue that was raised concerned witness testimony. While some pointed out that witnesses sometiomes gave evidence that was not germane to the issue of educational linkages, others felt that witnesses had not been adequately coached by the case presenters. One audience member mentioned that it seemed like witnesses were given scripts from which they did not know how to deviate. Lack of audience participation was mentioned by a few. One respondent wrote, "I feel certain issues were aired effectively but limited rebuttal (cross-examination) and opportunities for 'audience' participation ('friends of the court') probably limited informed input that could have helped clarify some questions raised."

Forum Considerations

As the non-participant observer, the primary responsibility was to document the process of the clarification forum in order to identify potential problem areas and to offer suggestions which may aid others who are considering implementation of the JEM. In reviewing the Hampton Institute experience with the JEM, cautions that were posed by leading proponents of the model (Denny, 1976; Levine, 1973; Levine, Brown, Fitzgerald, Goplerud, Gordon, Jayne-Lazarus, Rosenberg, & Slater, 1978; Nadler & Shore, 1979; Thurston, 1979; Wolf, 1975, 1979) were

again operative. As a result of the CETA evaluation experience, problematical areas have been identified and should be considered in future replications of the JEM. Each of these is discussed in the sections that follow. At the end of each section is a list of suggested ways to avoid each hazard.

I. Clarity of selected issues.

According to Wolf (1979)

> . . . the issues of greatest saliency to those ultimately involved in or affected by the policy decisions in question should be the ones upon which to focus. It is important to note that when the final set of issues is agreed upon, they are stated in a manner that provokes reasoned and reasonable discussion but which is void of adversarial content. Arguments that are contrived for the sake of argument only serve to cloud an issue and must be carefully avoided. In policy-formulation studies, it is especially important to establish positions based upon real differences (pp. 26-27).

In the case of the evaluation of CETA educational linkages, issues were selected as a result of a three-step process: (1) interviews with persons representing Prime Sponsors, Regional Operations Centers, LEA's, and VEC area offices; (2) a questionnaire that was mailed to 320 persons involved with or affected by CETA programs; and (3) a review by an advisory committee comprised of project staff and selected Prime Sponsors. Although this process clearly demonstrates that efforts were made to involve a variety of perspectives, it is apparent that a crucial party was inadvertently omitted during the third and final step, namely the decision makers or GETC. In the end it was not clear how the findings and recommendations of the panel would ultimately impact on the CETA system in Virginia or if there were any implications in terms of policy formulation. Perhaps it would have been helpful to include representatives from GETC, Prime Sponsors, ROC's, LEA's, CBO's, VEC, and CETA clientele on the advisory committee that reviewed the findings of the questionnaire and assisted in the selection of issues. Better yet, they could have participated

in the drafting of the issues prior to the preparation of arguments by the case presenters. This, perhaps, would have mitigated or eliminated the ambiguity surrounding the selected issues and increased participant understanding of the eventual outcomes of the CETA evaluation.

Although the dichotomy of the selected issues was questionable, an underlying problem to be addressed is whether or not there should even be polarization. One of the greatest fears that is engendered by the JEM is that extremism and possible distortion may occur (Worthen and Owens, 1978). By strictly adhering to the concept of polarization of issues, it is possible that certain controversial but non-dichotomous issues will never be introduced into the forum. This is particularly true in cases where several alternatives to a proposed "problem" are available. It would seem that the JEM would provide a useful strategy for discussing and weighing the positive and negative points of each presented alternative.

One of the constraints of the JEM is that only one or two key issues be selected for debate and clarification. Thus, the relevance of the selected issues cannot be overemphasized. This selection process necessitates that other issues that may be equally important in terms of impact on stakeholders be omitted from judicial proceedings. Wolf (1979) suggested that "issues which are not selected for presentation in the forum remain intact and are included in the final documentation of the policy-formulation study" (p. 22).

A tautology is that criteria be established in order to select key issues. Two criteria that project staff used were relevance and importance of issues to stakeholders. An additional consideration is that measures be implemented to ensure that the issues themselves be well-defined. In the case of the CETA evaluation, confusion existed concerning the parameters of each issue. As Worthen and Rogers (1980) stated, "Adversary evaluation loses it meaning unless

issues to be addressed by the adversaries are clearly identified and adhered to" (p. 540).

Another consideration in the selection of issues is their political nature. Witnesses at the CETA forum voiced their desire that their statements be considered as personal opinions and not as views expressed by the agency which employed them. Political sensitivity may have caused some witnesses to be less candid than they would have been if the forum had not been public. Levine and Rosenberg (1979) suggested the use of "anonymous depositions" in such cases. Panel members expressed a similar concern in the filing of their individual reports. They felt that they could be more candid if GETC only received a compilation of their views, as opposed to copies of their individual reports. Project staff responded to these concerns by deciding that individual reports would only be used by internal staff.

Suggestions:

1. Develop procedures in which representatives of all involved parties have input into the final selection of issues.
2. Develop a set of criteria against which issues are compared and selected for the clarification forum.
3. Clarly delineate the parameters of each selected issue.
4. Ensure that measures are taken that consider the issue of confidentiality.

II. Selection of case presenters.

Critical to the successful implementation of the JEM is the selection of the case presenters. It is advisable that case presenters be familiar with the identified issues. Measures should be taken to ensure that case presenters are equivalent in terms of investigative abilities and oratory and probing skills. It is possible that educational evaluators are not adequately prepared to adopt the role of a case presenter. Hiscox (cited in Worthen and Rogers, 1980) noted that "Educator-advocates fail to appear adversarial; they often make points for the other side with their questions and/or evidence" (p. 542). On the basis of their experience, Worthen

and Rogers (1980) observed that:

> Questioning skills were notably lacking and witnesses were permitted to ramble in long monologs that addressed the questions indirectly, if at all. Probing of obvious contradictions in testimony usually stopped short of highlighting the contradiction, as if it were more important to avoid embarassing the witness. The relevance of testimony to major issues in the case was often left obscure (p. 542).

Levine, Brown, Fitzgerald, Goplerud, Gordon, Jayne-Lazarus, Rosenberg, and Slater (1978) concurred by stating that case presenters often fail to "relate specific testimony to the more general points they were trying to illustrate" (p. 183). Whereas in a court of law, attorneys have the option to restate or clarify testimony, this was not the case in the CETA forum. Not only were the avenues of re-direct, re-cross, and rebuttal closed to them, one of the Rules and Procedures specifically stated, "There will be no editorializing on evidence and testimony by the case presenters during the hearing" (see rule #16, Rules and Procedures, in Appendix E).

In instances where presentations were uneven, it is possible that the panel was more influenced by the style of presentation as opposed to the substantive content (Denny, 1976; Owens, 1973). Compatibility of the case presenters should be strived for, as well as attention to the development of a cooperative and supportive relationship between the two sides. It is important to emphasize that the purpose of the forum is to explicate the selected issues. It is a tool aimed toward program improvement and not for the determination of the "guilt" or "innocence" of the program (Worthen and Owens, 1978, p. 340). Case presenters must work together to identify those areas of commonality and of contention during the preparation of arguments stage (Levine and Rosenberg, 1979; Worthen and Owens, 1978).

Ideally, case presenters should be actively involved during the entire four stages of the JEM. Case presenters should be procured during the issue

generation stage so that familiarity with all the issues is enhanced. Sufficient time must be allotted to the case presenters during the preparation of arguments stage. In the CETA evaluation, case presenters were not brought on board until the two issues had already been selected. Since they had had no prior contact with CETA staff in the field, they were forced to rely heavily on the advice of other staff members in selecting appropriate witnesses. Granted, these staff members had conducted the case studies during the issue generation and issue selection stages and were knowledgeable about key stakeholders, but it is important that case presenters develop a feel for the issues from the start. In addition only one case presenter had had familiarity with manpower training; consequently, case presenters had to gain a working knowledge of CETA legislation and programs prior to the development of their cases. This resulted in a loss of time that should have been devoted to the actual preparation of arguments.

Suggestions:

1. Develop a set of criteria to be used in the selection of case presenters. Criteria might include: research skills, expertise with the selected issues, experience with the JEM, and questioning skills. Case presenters should be selected that are equal in terms of the criteria and dramatic style.
2. Give case presenters the opportunity to re-direct and re-cross-examine witnesses. Allow case presenters to make rebuttals.
3. Encourage case presenters of opposing teams to work together to develop the issues.
4. Involve case presenters during the early stages of the JEM, including the issue generation and issue selection stages.
5. Give case presenters total responsibility for preparing their cases, including the identification and selection of witnesses.

III. Selection of witnesses.

Case presenters should select their team's witnesses. Efforts should be made to ensure that witnesses are representative of all parties that are involved in or affected by the selected issues. Consideration should be given to the witness's ability to articulate his views, and his/her testimony should adequately support the contentions of the team. Since case presenters are responsible for the preparation of their witnesses, the use of a pre-forum session to orient witnesses about JEM procedures is advisable. In terms of the CETA experience, case presenters provided witness guides to assist their team members in this process (see Appendix L for copies of these guides).

Suggestions:

1. Develop a set of criteria for the selection of witnesses. Each case presenter should be in charge of this process for his/her position.
2. Case presenters should develop witness guides to help their witnesses in gaining a familiarity with the forum's procedures.
3. If possible, conduct a pre-forum session for all witnesses.

IV. Selection of panel members.

Levine et al. (1978) mentioned the need to consider the use of a panel of experts instead of persons outside the profession. In the CETA evaluation, panel members were selected on the basis of their personal experiences and expertise in the areas of manpower training and vocational education. It was felt that one of the strengths of the panel was their experience which provided them with the necessary background to fully grasp the concepts and issues presented during the clarification forum. Although panel members were not interviewed prior to participation, it was felt that this was a measure that would be recommended for future replications of the JEM. In this way

panel biases and preconceived beliefs about the CETA system could be documented. Ambiguity arose when one of the panel members raised the question of whether the panel findings and recommendations should be restricted to the evidence presented or whether members could use their personal experiences. By documenting panel views toward the selected issues prior to and immediately after the clarification forum, changes could be noted. Wolf (1979) also suggested that a pre-forum training session be conducted for panel members. The primary purpose of this session would be the review of JEM rules and procedures, including those related to the examination of witnesses and the deliberation process.

Suggestions:

1. Develop a set of criteria for selecting panel members. Criteria could include past experience and knowledge of the field.
2. Conduct a pre-forum training session to orient panel members about the JEM and its procedures. In the event that the panel member has no prior content knowledge of the issues in question, provide the necessary background and relevant articles for his/her review.

V. Role of the forum moderator.

As conceived by Wolf (1979), the role of the forum moderator is to

> . . . enforce the rules of evidence and procedure and direct the scheduled flow of events as the forum proceeds. The moderator also assists the clarification panel to judge the adequacy of the evidence presented and clarifies points of contention. The moderator rules on objections during the course of witness examination and also instructs the panel as to how to weigh evidence and how to structure its deliberations (p. 23).

Wolf also felt that in cases where cross-examination of the witnesses was weak, the forum moderator had the responsibility to intervene. The CETA project staff adopted this definition of the forum moderator's role. Prob-

lems arose in the interpretation of the extent to which the forum moderator could participate. The first day's forum demonstrated that participants varied in their interpretations, and several felt strongly that the forum moderator had overstepped his bounds. As a result of this feedback, the forum moderator played a less active role on the second day, although he continued to ask for clarification whenever confusion became evident. Even though the forum moderator's role was reviewed prior to the forum, it was not clearly stated in the Rules and Procedures.

Suggestions:

1. Develop a set of rules and procedures governing the conduct and responsibilities of the forum moderator.
2. Develop a set of criteria for selecting the forum moderator. Criteria could include experience with the selected issue and familiarity with JEM and/or legal procedures.

VI. Panel inquiry.

According to Wolf's model (1975,1979), the panel was limited to questioning of the witnesses and case presenters during its inquiry; this occurred at the conclusion of the testimony, closing arguments, and panel charge. Although this procedure was followed on Day One of the CETA forum, this did not prove to be satisfactory for the participants. Panel members complained that they frequently had questions during the direct and cross-examination of the witnesses and expressed the desire to be given more opportunity for probing. As a result the format was restructured so that panel members were able to question the witnesses immediately following the cross-examination of each witness. By following this procedure, panel members would have the opportunity to question each witness, and those witnesses who had other obligations would thus be free to leave after his/her questioning was completed.

Suggestion:

Allow panel members to question the witnesses and case presenters immediately following examination of each witness.

VII. Audience participation.

Although Wolf's model does not provide the audience with an opportunity to ask questions, Levine and Rosenberg (1979) incorporated this feature within the model that they proposed. During the CETA forum, several audience members felt that audience participation was a missing element. Since the primary goal of the forum was touted as the explication of issues, audience members, particularly those involved with CETA programs, suggested that they be given an opportunity to ask and/or answer questions. Although this is a radical departure from the legal system, this author feels that it is a procedure worth pursuing in a future replication of JEM.

Suggestion:

Include audience participation on a trial basis in a future replication of JEM. Develop rules and procedures for incorporating this strategy of questioning (e.g., rules governing the appropriate time for participation, the amount of participation, and to whom the audience member could respond).

VIII. Audience understanding.

Due to the innovativeness of the JEM and the unfamiliarity of its format, audience understanding should be considered when hosting a clarification forum. According to Worthen and Owens (1978), "Audience understanding reflects the extent to which users of the evaluation data are able to understand both the program or process under study and the outcomes of the evaluation" (p. 339). Informal discussion with several audience members revealed that the JEM format

was confusing until Wolf's 1979 article, which was included in the registration packet, was read. A possible alternative to this lack of knowledge about the JEM is to heavily publicize the proceedings in advance, including a short description of the JEM and its underlying concepts. This description could thus serve as an advance organizer for the forum, and audience expectations would then be more congruent to what actually occurs.

Suggestion:

Develop publicity measures that are informative and directed toward a variety of disciplines and perspectives.

IX. Time limitations.

Time limitations should be considered during all four stages of the JEM. The scheduling of activities requires organization and planning on the part of the staff. In the case of the CETA experience, the original timeline was unrealistic. Although adequate time was alloted for the stages of issue generation and issue selection, insufficient time was set aside for the preparation of arguments. Even though case presenters were selected by the end of March, the actual issues to be presented at the clarification forum were not identified until late April. This meant that case presenters had only two months to collect evidence that would support their arguments. Preparation of arguments included such tasks as gaining a familiarity with CETA terminology; obtaining and synthesizing relevant documents; the identification, contact, and on-site interviewing of all witnesses; preparation of witnesses; working with the other case presenters to determine areas of commonality and contention; the development of the case; and the validation of supporting evidence. These tasks, in combination with the fact that all four case presenters had other professional obligations, made it difficult to achieve comprehensive preparation of the

arguments within the allotted time period. This highlights the need to consider the use of evaluation consultants as opposed to evaluators in the academic setting.

One of the consequences of this time compression in stage three was the cancellation of the pre-forum discovery session. According to Wolf's model (1975), the purpose of this session was to have each team review its major arguments and to develop the forum's rules and procedures. Although these tasks were completed in staff meetings prior to the actual forum, a complete walk-through would have been helpful. Completion of the opening arguments did not occur in time for substantive changes to be made.

The time limitations that were felt during stage three became painfully evident at the clarification forum. Because adequate time was not spent in preparation, the cases were not as well-defined as they could have been. Case presenters must be given a sufficient amount of time in which to prepare well-organized and clearly delineated cases. This includes the selection of relevant witnesses who are chosen for their ability to articulate a point of view that supports the contentions of the case presenter. Unlike a courtroom trial, the clarification forum is limited in terms of time, and testimony must be concise and to the point. This was particularly crucial since the procedures of re-direct and re-cross of witnesses were eliminated.

Suggestions:

1. Develop and monitor a realistic timeline for each of the four stages. Consider the nature of the staff (i.e., full- vs. part-time) that will be utilized.
2. Conduct a pre-forum discovery session that is planned far enough in advance to permit the incorporation of substantive changes. However, it is crucial to hold regular staff meetings to ensure that progress is being made and that cases are developing in content and scope.

X. Use of data.

One of the strengths of the JEM is its emphasis on the use of qualitative data. This may take the form of opinions, perceptions, and personal anecdotes. These personal experiences serve to illustrate the "facts" of the case and provide a much needed look at the effects of programs on individuals. This emphasis on the use of human testimony does not mean, however, that quantitative data should be ignored. On the contrary, the first three stages of the JEM consist of gathering facts and evidence that support the contentions of a particular position. It is important that the evidence that was collected, especially during the preparation of arguments stage, is brought to bear on what occurs during the forum. The collected data serve as the basis on which testimony is elicited from the witnesses and on which questions during cross-examination may emanate. The case presenter should ensure that what he/she has uncovered during the collection of the supporting evidence is presented by either his/her team's witnesses or him/herself. If case studies and/or surveys are conducted, these should be incorporated into oral or written evidence. It is preferable that quantitative data be included during the presentation of oral evidence in order to demonstrate to participants that the line of questioning has a solid base. One of the weaknesses of the JEM occurs when case presenters interpret that evidence should be limited to opinion and personal experiences. Levine et al. (1978) made this observation:

> Quantitative data as evidence offer some real dilemmas. There is no doubt that for those things that are readily countable and for indices which have clear and unambiguous meanings, counts are clearly preferable to estimates or to unsubstantiated generalizations . . . In our trial, counsel were reluctant to use the quantitative data. Partly the data did not fit cleanly into the cases they were attempting to make; partly they felt more at home with witnesses telling personal stories. To some extent, they could not see how to use the quantitative data (p. 184).

Clearly procedures must be developed that encourage the use of both quantitative and qualitative data in the presentation of the case. This point should be emphasized to the case presenters before they actually begin work on the development of their cases.

In addition rules and procedures should be developed that stipulate what will and will not be considered as admissible evidence. Although the forum moderator was given the responsibility of intervening in the event of irrelevant or rambling testimony, he rarely exercised this power. This responsibility should be clearly stated and included in the Forum Rules and Procedures. Adequate preparation of witnesses will also assist in the effort to decrease the amount of irrelevant testimony.

Suggestions:

1. Emphasize the importance of incorporating both quantitative and qualitative data into the presentation of evidence to the case presenters.
2. Develop rules and procedures for handling irrelevant or rambling testimony.

XI. Use of written evidence.

According to the JEM, case presenters have the option of using both written and oral evidence. The use of written evidence can present problems, particularly since panel deliberations are necessarily limited in time (Levine et al., 1978). Although specific rules and procedures were not developed to address this issue, CETA project staff recognized the potential problem and restricted case presenters in the amount of written evidence that could be entered into the record. Since the panel members were expected to attend all the forum sessions and panel deliberations, there was very little free time in which to read pages and pages of documents. It was

stated that the number of pages could not exceed what was considered to be "reasonable," and the prevailing interpretation was that no more than 30 pages per case presenter would be submitted. All written evidence was expected to be submitted to project staff on the day before the forum opened in order to be included as written evidence.

Suggestion:

Develop criteria for the amount of written evidence that can be entered into the record. A consideration should be made of the number of pages that could be read given the time restrictions of panel activities.

XII. Utility of panel recommendations.

According to Wolf (1979),

> The most difficult challenge of the entire process is to have the clarification panel produce a set of policy recommendations that are specific enough to be both operational and helpful. In order for the panel to produce such recommendations, the arguments and evidence must likewise be detailed and specific" (p. 27).

This observation points out the importance of unambiguous issues and the necessity of ensuring that the panel charge corresponds to the presented arguments and evidence. Wolf (1975) emphasizes the need for "clearly stated charges, instructions, and expectations for the panel" (p. 187). One problem of the CETA experience was that the non-polarity of the issues compounded the difficulty of the panel to address their charge fully. Although recommendations to GETC were formulated, exemplary educational linkage arrangements in Virginia were not identified since presented evidence did not provide adequate examples. In addition there was skepticism as to how much impact the panel's findings and recommendations would actually have in terms of changing policies and procedures in the CETA system.

Suggestion:

Ensure that the identified issues are relevant to the decision makers.

Through this assurance, the likelihood that panel findings and recommendations will be used increases.

Each of these 12 points should be considered during the implementation of the JEM. Although none of the identified problems are insurmountable, they do pose hazards that must be addressed.

Recommendations

Overall the CETA forum was considered by participants to be a worthwhile effort. Through the discussion of the two selected issues--the client-centered approach vs. the system-centered approach and low intensity linkages vs. high intensity linkages--CETA-related concerns were publicly aired. Participation from a broad base of individuals enabled the presentation of a wide range of information and a variety of perspectives. Communication between all CETA-involved parties, the evaluators, and GETC occurred and allowed the interaction of a number of disciplines.

The CETA experience facilitated the identification of the following set of recommendations to be considered in future evaluations of CETA using the JEM:

1. Develop procedures in which representatives of all involved parties have input into the final selection of issues.
2. Develop a set of criteria for selecting the final issues.
3. Develop criteria for the selection of case presenters, panel members, the forum moderator, the panel facilitator, and witnesses.
4. Involvement of all case presenters during the issue generation stage.
5. Conduct pre-forum sessions for the witnesses, panel members, and case presenters.

6. Develop rules and procedures governing the power and responsibilities of the forum moderator.
7. Allow panel members to question witnesses and case presenters at the conclusion of each cross-examination.
8. Develop rules and procedures for incorporating audience participation in the forum process (i.e., Friend of Court--Amicus Curee Provision).
9. Provide a mechanism that will enhance audience understanding of the JEM format.
10. Restrict the format to one selected issue.
11. Develop realistic time lines for each of the four stages of the JEM.
12. Develop rules and procedures for handling irrelevant or rambling testimony.
13. Develop procedures whereby the use of both quantitative and qaulitative data in the presentation of evidence is stressed.
14. Develop criteria for the amount of written evidence that can be entered into the record.
15. Develop procedures to ensure that selected issues are relevant to stakeholders and decision makers.

APPENDIX H

Program Design

1.0 Plan program

- 1.1 Develop program plan and timeline
- 1.2 Coordinate program activities
- 1.3 Supervise logistics
- 1.4 Manage evaluation

2.0 Identify key linkage issues (develop conceptual framework)

- 2.1 Conduct literature review
- 2.2 Conduct case studies
  - 2.2.1 Identify and contact key informants
    - 2.2.1.1 Provide orientation to key informants
    - 2.2.1.2 Interview key informants
  - 2.2.2 Conduct meta-analysis of case studies
- 2.3 Identify and verify issues
  - 2.3.1 Administer questionnaire to identified stakeholders
  - 2.3.2 Conduct follow-up interviews of selected key informants
  - 2.3.3 Identify issues
  - 2.3.4 Finalize issues with advisory committee

3.0 Contact clarification forum participants

- 3.1 Select case presenters
- 3.2 Select panel members
- 3.3 Select forum moderator and panel facilitator
- 3.4 Contact stakeholders

4.0 Prepare arguments

- 4.1 Prepare positions
  - 4.1.1 Collect evidence and related documents
  - 4.1.2 Interview stakeholders
  - 4.1.3 Identify witnesses
  - 4.1.4 Formulate contentions
- 4.2 Develop rules and procedures
- 4.3 Obtain consensus on stipulated agreements
- 4.4 Conduct pre-forum session

5.0 Conduct clarification forum

- 5.1 Present arguments and supporting evidence
- 5.2 Conduct panel deliberations
  - 5.2.1 Develop panel group report
  - 5.2.2 Develop individual reports

APPENDIX I

ISSUES BACKGROUND PAPER

The Judicial Evaluation Model
and
The Impact of Educational Linkages on CETA Program Outcomes

ROOF GARDEN ROOM — 14th FLOOR
JOHN MARSHALL HOTEL
5th and Franklin
RICHMOND, VIRGINIA

July 9 - 11, 1980

Sponsored by
OFFICE OF RESEARCH AND EVALUATION
Educational Resources Center
HAMPTON INSTITUTE
HAMPTON, VIRGINIA

Effective Linkages are Critical in Achieving CETA Program Outcomes

The impact of mandatory program linkages may be perceived as facilitative and non-facilitative of program planning, operations and outcomes. There are few mandatory linkage requirements at present. However, the provision under Title IV (Youth Employment and Training Program) for 22 percent set aside administered under an agreement between the prime sponsor and the LEA has spurred communication and may improve services to greater numbers of youth. It appears that financial resources earmarked for easing the "transition from school to work" among youth has been a fairly powerful inducement for CETA and LEA linkages. Howerver, there is little agreement on the long-term impact of this mandatory linkage.

Should comparable financial incentives be legislated for other training providers? Is there a need for more financial rewards? Is over-regulation possible? Would comparable financial incentives for training providers under Title II, which includes the adult labor force participation, facilitate the involvement of community college, skill center, proprietary school, community based organizations and non-YETP participating LEA(s) and enhance service delivery? What differential impact have these training agencies made on CETA program outcomes? Are there substantive differences between the educational system and the CETA system so dispair to rule out joint efforts? Does such a mandatory linkage facilitate the transition from school to work?

The CETA system has been characterized as temporal, with funding uncertainty, shifting priorities and frequent changing regulations. It must interface with a variety of systems, especially an educational system which has stability, continuity, and is historically conservative. The priorities and roles of the educational system in enhancing employability of youth or adults are not well defined and do not command consensus. Since the educational system is more entrenched, it is possibly more sensitive to local than to state and federal political and social pressures, and is not anxious to permit public scrutiny of its failures or to share its turf with

manpower agencies. There is need for solutions to fundamental collaboration problems with education and other systems which will de-emphasize negative reputations, overcome procedural problems, and provide alternative routes to overcome barriers. This issue is amplified by Wurzburg and Coleman (1979) in an article emphasizing the involvement of schools in employment and training programs.

> CETA - LEA activities may acquire substance over time, but the likelihood of it happening, the value of the content, and the pace at which it develops are all problematical. These uncertainties are inherent in any attempt to push together at the local level two establishments that have vastly different superstructures or administrations, statutory authority, political constituencies, institutional history, program objectives, and client groups. The peculiar need is for a strategy to coax collaboration between a federal system of prime sponsors operating manpower programs for youth and a state/local system of schools providing education for youth.

The issues associated with the critical nature of effective linkages represent a complicated dichotomy. One school of though would argue and advocate that program planning should be based upon local employment needs and valid assessments, that program operations should respond effectively to the holistic needs of clients, and that program outcomes should be defined in humanistic as well as material terms -- that is, in terms of self-actualization as well as the number of placements in unsubsidized employment. Another would support the argument that CETA goals do not dictate that human development elements be such a functional aspect of CETA programs. An examination of the elements involved with communication, collaboration, and joint ventures surfaces the complexity of linkages and its impact on CETA program outcomes.

Others would argue that CETA goals do not dictate that human development elements be such a functional aspect of CETA programs. It becomes obvious when one examines the selected issues that elements of the issues are complex and can be discussed along several continua. The continuum represented by the first issue focuses upon goals, i.e. client centered goals vs system (CETA) centered goals. Issue two focuses on the degree and intensity of centralization mandated by policy and the resulting impact on inter-organizational behavior.

APPENDIX J

RULES AND PROCEDURES

1. Oral evidence shall be introduced on direct and or cross examination.

2. Cross examination shall take place by the Case Presenter not introducting the person as his/her witness. On cross examination, the Case Presenter is confined to examining the witness only on the basis of the information presented on direct examination.

3. The third day of the hearing shall focus on the deliberations of the hearing panel.

4. The task of the panel during the deliberations will be to formulate majority opinion. The panel facilitator will encourage a majority opinion of the panel.

5. All panel members will be encouraged to make recommendations and address policy considerations.

6. No later than 10 days following the hearing, the panel will submit individual summaries to the panel facilitator which will be submitted as a part of the report that the panel facilitator will forward to the Project Officer.

7. Questions by the hearing panel can be directed to Case Presenters and Witnesses and will be entertained during the panel inquiry period only. This questioning process will be facilitated by the forum moderator.

8. Questions from the hearing panel will be evidentiary in nature.

9. The panel charge will be given by the forum moderator.

10. Team position papers will be presented to the panel at the close of each day's hearing.

11. The Forum Moderator will rule on time during the hearing.

12. Written evidence will be submitted in the Project Office by Tuesday, July 8.

13. Supplemental witnesses (one per issue per team) may be included during the hearing.

14. Evidence not submitted to the Project Office by July 8th will not be used during the hearing.

15. There should be no editorializing on evidence and testimony by the Case Presenters during the hearing.

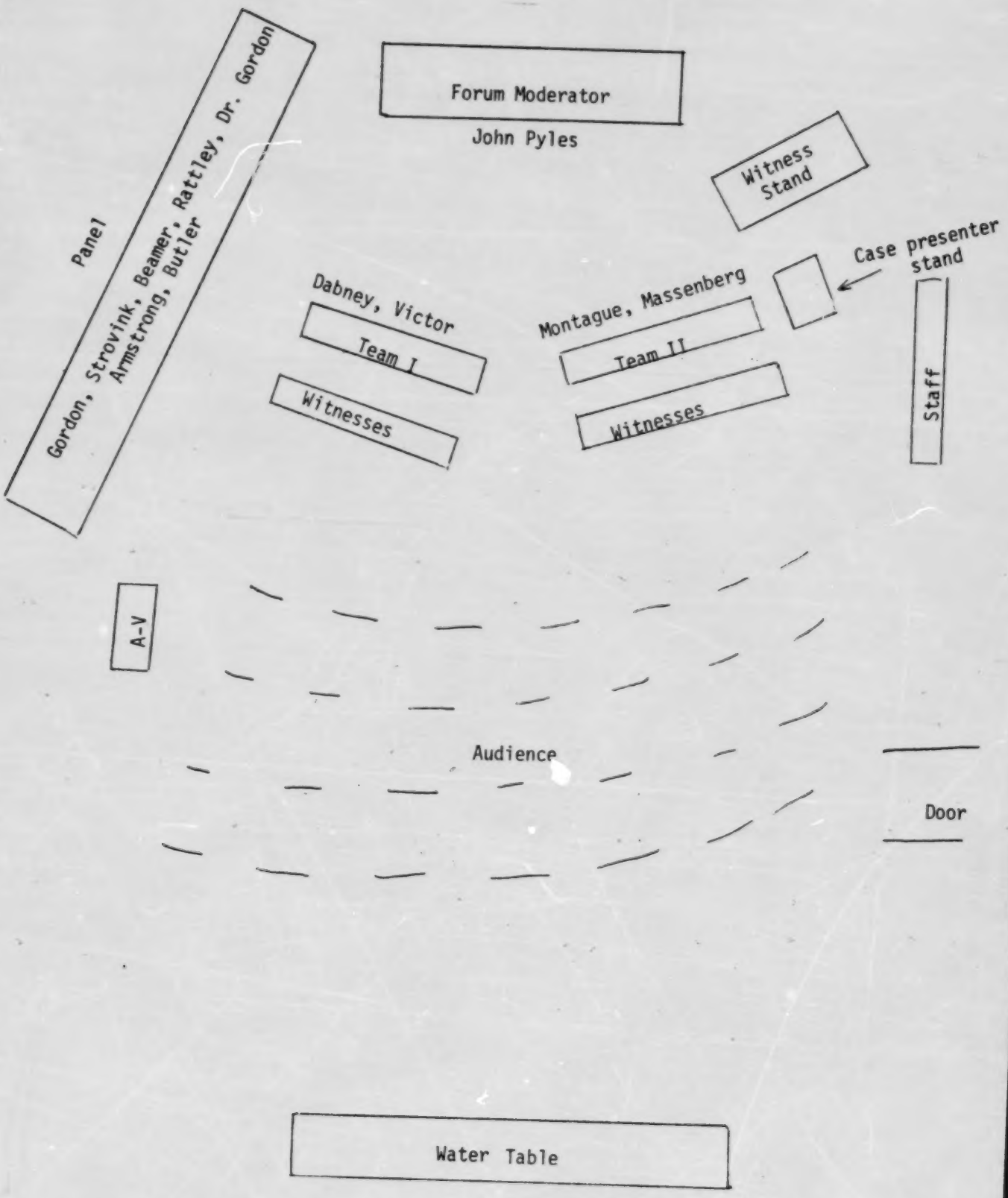
16. Cross examination will be limited to 5 minutes.

17. The team (I) presenting the ffrst opening statement shall proceed first in the calling of the wintesses and any other matter.

18. Forum moderator will be able to ask questions of witnesses at any time.

19. Written evidence will be available to Panelist at end of day.

APPENDIX K


Panel
Gordon, Strovink, Beamer, Rattley, Dr. Gordon
Armstrong, Butler
Forum Moderator
John Pyles
Witness Stand
Case presenter stand
Dabney, Victor
Team I
Witnesses
Montague, Massenberg
Team II
Witnesses
Staff
A-V
Audience
Door
Water Table

APPENDIX L

PANEL RULES

1. The third day of the hearing shall focus on the deliberations of the hearing panel.
2. The task of the panel during the deliberations will be to formulate majority opinion. The panel facilitator will encourage a majority opinion of the panel.
3. All panel members will be encouraged to make recommendations and address policy considerations.
4. No later than 10 days following the hearing, the panel will submit individual summaries to the panel facilitator which will be submitted as a part of the report that the panel facilitator will forward to the Project Officer.
5. Questions by the hearing panel can be directed to Case Presenters and Witnesses and will be entertained during the panel inquiry period only. This questioning process will be facilitated by the forum moderator.
6. Questions from the hearing will be evidentiary in nature.

APPENDIX M

PANEL CHARGE FROM FORUM MODERATOR

For Issue I: Do client-centered linkages give more promise of meeting CETA goals than system-centered linkages?

For Issue II: Do high intensity linkages give more promise of meeting CETA goals than low intensity linkages?

Resolution: The panel should answer the above questions. Your decision should include the major considerations and evidence which supports your position. Also make recommendations for changes in policy, program planning and implementation as they relate to improving CETA educational linkages, hence CETA outcomes. Your resolution should also include the identification of exemplary linkage arrangements which should be replicated in other settings.

APPENDIX N

PANEL REPORT FORMAT

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Introduction and Background

Findings, Discussion and Rationale for Issues I and II

Panel Summary

Recommendations

APPENDIX O

Team I Opening Statement

Argument in Support of Client-Centered Linkages

by: Dr. Margaret Dabney - School of Education

Virginia State University

Petersburg, Virginia

July 9, 1980

Mr. Pyles, ladies and gentlemen of the panel, colleagues, and members of the audience.

As you know, the general proposition to be discussed during these two days is that: Effective linkages are critical in achieving CETA program outcomes. I propose to defend a point of view which is designated as Issue I, i.e., client-centered linkages give more promise of meeting CETA goals than do system-centered linkages.

I propose to support this point of view by demonstrating: (1) that the CETA Act provides basic resources, conditions, and structures which when suitably linked and employed to meet client needs become catalysts for development of human potential to a degree that will lead to maximum employment opportunities and enhance self-sufficiency as required by Public Law 95-524; and (2) that CETA goals will be served best by interventions that bring together the configurations of culture and personality and the manipulations necessary for mastering the required technology so that the client emerges with pride of self and competence. However, one shoud note that:

1. CETA goals and purposes can be interpreted broadly or narrowly, i.e., (a) as legislation that addresses itself to human development goals via development of personal characteristics, skills and knowledges that have value to the

person and which also have value in the labor market; or (b) as legislation that addresses itself to the development of efficient workers who can qualify for jobs.

2. CETA titles provide the framework for the great variety of ancillary and support services which may be needed by members of a disadvantaged population who qualify for CETA programs.

3. CETA mandates and regulations lend themselves to a variety of mixtures of services which can be addressed to client needs individually and as members of a group.

4. CETA procedures for intake, assessment, counseling, training, placement and evaluation can be creatively and sensitively developed and implemented with priority attention given to human development needs.

5. CETA linkages with education, employment, welfare, economic development and/or other community based agencies which are forged by a staff sensitive to client needs and knowledgeable about community and about conditions are the vehicles for making growth-provoking things happen for, and to, clients.

I must ask you note also, as you reflect on the five CETA apsects previously listed, i.e., goals, titles, mandates and regulations, procedures, and linkages:

1. that human development elements are not universally considered to be a functional aspect of CETA programs.

2. that program outcomes are frequently not defined in humanistic as well as material terms; and

3. that program operations often do not respond effectively to the holistic needs of clients.

A 1978 special report of the National Commission for Manpower Policy provides an illuminating comment which is germane to these concerns. The report concludes that CETA prime sponsors may "succumb to the temptation to utilize the cheapest, most readily available, or most politically popular form of service

delivery in order to be able to serve the largest number of applicants with the least effort and the largest political payoff". (p. 21) This report further indicates that "in a totally non-categorical program, there would be no limits on the types of assistance or services which could be provided to the eligible population. These services would be tailored to individual need and might include everything from intensive counseling and training for the least job ready to on-the-job training, subsidized employment of placement for the more job-ready". (p. 18) Implied in this quotation is that an individualized client development plan would reflect a variety of linkages which would bring to bear upon client problems the appropriate resources. The quotation supports the previous statement that CETA linkages are the vehicles for making growth provoking things happen for and to clients.

Let us now turn to a brief examination of the CETA legislation. If it is to be established that client-centered linkages give better promise of meeting CETA goals than do system-centered linkages, it must first be established that the legislation encourages linkages and does not limit their use in ways which would be antagonistic to our proposition.

The Comprehensive Employment and Training Act of 1973, as amended in 1978, is designed to provide training and other services leading to maximum employment opportunities and enhanced self-sufficiency of unemployed and underemployed youth and adults from, primarily, disadvantaged backgrounds. This legislation consolidated a number of previously fragmented, or highly specialized, efforts to deliver manpower programs and to move toward decategorization of programs and decentralization of responsibility. However, only one title, Title I, is entirely decentralized and decategorized. Responsibility is vested in states and localities for planning, administering, and delivering services to clients and the federal role is limited to assuring compliance through reviews and program audits and the provision of technical assistance. Prime sponsors have

the flexibility to design the services and the mix of services around the needs of the target populations. To some extent, however, rising unemployment coupled with recession and especially, rising youth unemployment, have contributed to some recategorization of programs in order to serve specific populations.

The 1978 reauthorization of CETA was a step toward the adjustment of administrative and delivery mechanisms to improve employment and training program outcomes. Primary focus was upon the delivery of services, not on the services to be delivered. The continuing need for such adjustments highlights the issue of the need for clearer definition of the roles and responsibilities of local, state, and national agencies in the development and delivery of social welfare programs. The intent of the Act with regards to communication, coordination, and collaborating among appropriate agencies is clearly set forth as a part of the statement of purposes (sec. 2):

...It is further the purpose of this Act to provide for the maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities such as vocational education and vocational rehabilitation, public assistance, self-employment, training, and social service programs.

In support of this purpose, funds are provided to the Governor of each state under Title II, section 202 D, for "...encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and institutions providing training programs which are approved by the Secretary, and for services for eligible participants delivered jointly by employment and training agencies and appropriate educational agencies and institutions".

Daniel Bell notes in a chapter in the FUTURISTS that "more and more we are becoming a 'communal society' in which the public sector has a greater importance and in which the goods and services of the society ... will increasingly

have to be purchased jointly". The linkages which are mandated or suggested by the terms of the various CETA titles are instances of such joint purchase of services. What matters most is the kind of social arrangements that we create to deal adequately with the problems we confront. There are, then, two general propositions which I should like to set forth regarding the linkages.

Proposition I - The efforts to cultivate and develop linkages must be informed by goals, policy formulations, and program thrusts which are consistent with client needs, which have conceptual integrity, and which give promise of achieving CETA program outcomes.

Proposition II If the individual, and peculiar needs, of CETA clients are to be addressed effectively it is necessary to assess those needs carefully, to assess available resources, and to integrate those resources into appropriate plans and programs through the continuing communication, cooperation, and collaboration of all necessary agencies.

I will return to these propositions later. However, they are central to the issue of client-centered linkages.

As presently written CETA lends itself to broad identification and implementation of human development objectives and in many instances requires assurances of appropriate linkage development. This point may be illustrated by citing a few examples from the legislation.

Title II, Part A, Sec. 205(a); Part B, Sec. 211, (6), (9), and (11) - These sections speak to supportive services, use of all appropriate linkages, and periodic assessments. (See Exhibit A)

Those sections of Title II which provide for services for older workers and public assistance recipients, Part B, Sec. 215 and Sec. 216, a variety of services are specified to overcome handicaps such as age, lack of basic educational skills, and insufficient preparations for the necessary personal adaptations. Prime sponsors are required to give assurance that services for these

clients will be coordinated with services provided by other agencies. (See Exhibit B)

Title IV, Sec. 418 (4) (D) requires assurances that the Prime Sponsor has consulted with public and private educational agencies, law enforcement, and other agencies and organizations with demonstrated effectiveness and special knowledge of the needs of disadvantaged youth. (See Exhibit C)

The above provisions and comparable ones in other titles provide evidence that the legislation in question encourages, in many cases, mandates a variety of linkages. It suggests, and sometimes specifies, the variety of mixtures of services which should be addressed to client needs. Thus, it has been established that the basic resources, conditions, and structures for client-centered linkages are provided.

Attention is now given to the characteristics of CETA clients and to the contribution that linkages can make to meeting their holistic needs and CETA goals. The demographic data presented here comes primarily from the following sources: (1) the Vice-Presidents' Task Force on Youth Employment, 1980; (2) Continuous Longitudinal Manpower Survey, #6; (3) Fiscal 1978 CETA Review; and (4) Special Report #23 of the National Commission for Manpower Policy, May 1978; and (5) GETC Annual Report to the Governor, 1979.

The National Commission for Manpower Policy estimated in May, 1978, that 25 million adult persons were eligible and noted that 2.4 million participated in 1977. About 30% of the work force in a given year is eligible and there are ten times more eligibles than people who receive services. The findings for youth show for this period that some programs have a 169.1 ratio of eligibles to slots. During FY 1978, more than 3.3 million persons participated in public and private employment or training programs under CETA and over half of them were involved in subsidized employment. In addition over one million disadvantaged youth participated in the nine week summer jobs program.

In 1978, the proportion of men declined from 52% in fiscal 1977 to 49 percent. The proportion of Title I participants, who are economically disadvantaged has remained about the same, 79 percent. Blacks made up one-third of all Title I participants, Hispanics - thirteen percent, and veterans 10 percent. In Title II programs, 45 percent of enrollees in 1978 were women compared to 40 percent in FY 1977. In both Title II and Title IV programs, there were significant increases in the numbers of economically disadvantaged from FY 1977 to FY 1978. Under the reauthorized CETA, the economically disadvantaged are served primarily by Title II while Title VI is directed toward overcoming cyclical unemployment. In Virginia in FY 1979, 25,556 persons were served by Titles II B, sub-parts 2 and 3, of Title IV-Youth Employment and Training Programs and Youth Community Conservation and Improvement Projects, while 19,121 persons were by Title II D and Title VI. When it is noted that 5,598 youth were enrolled in the YETP and YCCIP programs, it becomes clear that the benefits in Virginia were fairly evenly distributed between the cyclically unemployed and the structurally unemployed.

The Vice-President's Task Force reporting to President Carter in 1980 noted that there were 44 million persons ages 16-21 in 1979. For four million of these young persons it is expected that the transition from school to work will be difficult. If one is female, a dropout, member of a minority group or poor, the transition is particularly rough. By age 26, 80 percent of all employed women are still at the bottom of the labor market, compared to 42 percent of all men. The unemployment rates for dropouts is two to three times as high for high school graduates. The unemployment rate for Black youth is over 30 percent compared to 13 percent for Whites. Youth from poor families have difficulty entering the labor market, enter at lower levels, and fall further behind as times goes on. Anyone who belongs to more than one of these groups has the odds stacked against them.

Unemployment rates for youth have been increasing-apart from cyclical fluctuations, for two decades. Some improvement for youth rates has occurred over the past 5 years, but all in favor of whites. As todays young people grow older, the majority will move on to stable, higher paying jobs. For some, however, high unemployment and poor school performances will translate into ongoing economic problems. These persons, predominately Black, will become low-wage workers with low-income families.

In general, there exists a wide social and cultural gap between young Black youth and their prospective employers, including middle-class Blacks. There is a problem of mutual distrust. To be Black and young is to be suspect in this society. Culturally different persons probably must be taught about work settings and must be provided extra guidance. When a yound disadvantaged youth, especially Black youth, is chastised at work, Merton's "self-fulfilling" prophecy may be set in motion.

Many young Blacks are moving into a lifestyle that can only lead to a real inability to function in the work setting. Their sense of being outside the system will lead to increasing bitterness, frustration and hostility. They need useful money-making skills but also a sense of worth, a feeling of acceptance, and a sense of purpose. The American occupational structure has kept Black youth at a distance, contributing to the "outsider" status of Blacks in their own society and to the consolidation of a permanent under-class.

Anderson and Sawhill in Youth Employment and Public Policy review the few reliable studies of youth employment and training programs. They provide some insights necessary to answer a final and necessary question. What procedures are, or should be, implemented which give priority attention to human development needs and which are facilitated by suitable linkages? The Anderson and Sawhill findings are related only to youth programs, but they represent a good case in point since the greatest training problems are to be found among the structurally

unemployed, especially the youth, and especially Black youth. They report the following results, but note that most of the studies reviewed were methodologically flawed:

1. Work experience alone does not appear to improve the employability or school attendance of youth, especially for ill-defined jobs with low-level or ill-defined supervision.
2. Work experience may be more effective when combined with other services, including such things as placement services and skill training.
3. Skill training appears to be effective, but its effects decay rather rapidly over time. Some estimates suggest the decay rate may be as high as 15 percent per year.
4. Of the services offered youth, other than skill training and work experience, placement services seem to be most effective.
5. Failure to maintain minimum behavioral and program performance standard is self-defeating.
6. Success in the workplace is directly related to basic writing, communication, and computational skills.
7. Finally, overall, across the several programs we have discussed as programs, the Job Corps, though a relatively small program, exhibits the most reliably reported positive effects.

If the tasks to be achieved in policy planning, program development and implementation and evaluation of CETA programs for disadvantaged clients are viewed within the human development framework, then provisions must be made to contribute to reduced alienation, more adequate basic skills, more positive self-image, increased personal dignity, and decreased non-productive behavior. Programs must include combinations of work socialization, remedial education, skill training, counseling, work experience, future orientation, accurate present and future labor market information. Schools should play a larger role in preparing youth for the job market. However, schools are part of the reason that many youth do not now have appropriate basic skills. Therefore, drastic restructuring in school programs is needed. It may be that CETA/LEA linkages, especially with vocational education, will be the catalyst for positive change.

Appropriate assessment of client needs should result in an individual Employability Development Plan which provides for equal emphasis upon human development needs and upon educational requirements and preparation for the world of work. The exact prescription should differ for individuals, age groups,

or client sub-groups. It is required by CETA that client success be reflected in increased skills, job opportunities and income, and by access to and retention of unsubsidized employment. Such program outcomes reflect appropriate, but very limited, social goals. Unhappily, the character of our society is greatly determined and patterned by the structural organization of industry and the technology of mass production. This milieu affects the relationship of persons toward themsleves. They experience themselves as things to be employed unsuccessfully on the market, not as active bearers of their own powers. They become, in Erikson's works, what they "can lean to make work". For too many persons this is the beginning and the limitation of their identity.

In highly industrialized nations no problem is more difficult or dangerous than boredom. Many expert observers of the industrial scene predict that unrest caused by workers bored by repetitive, unskilled, machin-paced work could become so widespread as to bring about economic disaster and a new age of machine-wreckers. Thus, training efforts face the problem of teaching the specifics of complex tasks for today, but also of creating learning situations in which the client can develop other capacities and prepare for an uncertain future.

We are now in a position to return to the two propositions set forth earlier:

Proposition I - The efforts to cultivate and develop linkages must be informed by goals, policy formulations, and program thrusts which are consistent with client needs, which have conceptual integrity, and which give promise of achieving CETA program outcomes.

Proposition II - If the individual, and peculiar needs of CETA clients are to be addressed effectively it is necessary to assess those needs carefully, to assess available resources, and to integrate these resources into appropriate plans and programs through the continuing communication, cooperation, and collaboration of all necessary agencies.

The arguments presented here and the evidence of the witnesses will confirm the validity of these propositions. I believe that these propositions will be shown to be valid, that is, has been demonstrated that CETA provides the necessary resources for client-centered linkages, and that client-centered linkages contribute to the achievement of CETA goals.

Sigmund Freud was once asked what a normal person should be able to do well. His response was "to love and to work".

APPENDIX P

Team II Opening Statement

Argument in Support of System-Centered Linkages

by: Dr. Ruth Montaque - School of Education

Hampton Institute

Hampton, Virginia

July 9, 1980

Implementing CETA legislation requires the involvement and interface of a variety of advisory, governance, and service organizations. The focus of this two-day forum is on the interface between CETA administrative units (Prime Sponsors and Regional Operation Centers) and organizations providing training and educational services--hearafter simply called CETA-ED linkages--within the state of Virginia. The purpose of the forum is, broadly speaking, to promote successful linkages--partly through describing and analyzing the nature of those relationships, highlighting characteristics of successful linkages, and partly through providing this means of open communication and sharing on the issues involved.

A series of screening interviews, surveys, and in-depth interviews with people in the CETA-ED network across the Commonwealth has convinced those of us working with this project that while there are many commonly understood barriers, there is also a firm basis for good and productive relationships. There is, first, an important common ground for developing such relationships, and that is the common concern with successful program outcomes. In other words, the common ground is the shared concern with successful client training, placement, and job success. There is, second, the recognition that what makes a CETA relationship work well on a day-to-day and year-to-year basis is good

interaction among the individuals involved. The quality of the interaction is based on degree of interest, skills, knowledge, and communications among those involved in the linkages.

The Process

The unique feature of the JEM model, and its strength, is the use of human testimony to provide the documentation, and the insight. This evaluation model has been used most often to support or influence decision-making on the community level. Today we are using the judicial evaluation model in its less common form--not to influence a major policy decision, but to consider issues of policy, planning, and operation. In other words, CETA is not on trial here today. Instead, we're using this forum to publicly explore the processes that mark the CETA network in Virginia.

There will be two outcomes today. One involves this distinguished panel, and the conclusions it reaches and the recommendations it makes on effective linkages in Virginia. The second involves all of you here today, whether you are part of the state-wide CETA network at this time, a taxpayer, a CETA client, a student of the social sciences, or are here in some other role. Your attitudes and future behavior will be affected by what you see, hear, and think about today, one way or another.

The CETA system is a complex set of relationships among a variety of organizations, operating under federal mandate and frequently changing directives and regulations, with a common goal in mind: the training and employment of the unemployed. The Comprehensive Employment and Training Act (CETA), as amended in 1978, is the current programmatic thrust of the Department of Labor for bringing the unemployed into the economic mainstream. Operating under a somewhat bewildering number of titles, it offers aid to youth and to the economically disadvantaged in entering or reentering the job market; provides public service

jobs during periods of high unemployment, and provides initiatives for the private sector to include the economically disadvantaged.

The client--the CETA client--is by definition the center of the CETA program. The program, in fact, is frequently reported in terms of numbers served and dollars spent. But CETA is not a collection of individual clients and some random group of people providing various services to various people at various times. CETA as a program must focus on more than individual clients if it is to serve them well, or serve them at all. CETA is a system; an administrative network of organizations, services, linkages, and people, whose potential usefulness to the CETA client, and to all of us, lies in its ability to deliver efficiently, and effectively. Whether we're talking about policy, planning, operations, or evaluation, the system should operate in such a way as to mazimize program outcomes benefitting clients, providing both structure and flexibility to meet their needs.

The position I am advocating today, therefore, is that system-centered linkages give more promise of meeting CETA goals than client-centered linkages alone. Today there are a number of witnesses from different parts of the Commonwealth, and different parts of the CETA network, who have agreed to step forward and speak ot you about their experiences, their concerns, and their opinions about CETA as a SYSTEM trying to meet the needs of the unemployed. They will address a number of issues, including their views on the legitimate role of CETA; appropriate means and criteria for measuring program success; the role of Prime Sponsors, Regional Operations Centers; educational and training agencies, and other organizations and stakeholders; examples and analyses of linkages resulting in greater client and program success; and their observations and suggestions for further improving the CETA-ED network. Our team's focus, given the concerns the Hampton project has uncovered in Virginia, is on linkages as they affect program outcomes, and on the nature and quality of the interactions

involved in those linkages.

The national CETA program has had its problems--and they have been well-publicized! However, the problems have not centered around client-related issues. They have centered on the CETA system, primarily tho not exclusively, at the federal level. A fascinating but rather discouraging view of CETA's history and track record appeared last year in a FORTUNE magazine article entitled, "How CETA Came to be A Four-Letter Word," which I will enter as evidence at this hearing. As one example of problems within the CETA system, this article notes how CETA dollars have soared since the last presidential election--from less than $2 billion in 1976 to almost $12 billion last year. One can easily imagine the problems involved in adapting a system to spend an additional 10 billion dollars in less than three years. (The Virginia CETA budget is not $12 billion, of course; it was $144 million last year.)

My feeling is that the Virginia CETA system works far better than the national press would have one believe. The problems inherent in the national CETA program naturally affect us here in Virginia, too. But there are numerous examples of exemplary regional programs in this state, of pioneering approaches to client assessment and training, and of bright, dedicated people trying to overcome the barriers and make the system work. There is no lack of concern with the client; rather, the concern is with making the system work for the client, and to get the unemployed into the economic mainstream.

In conclusion, let me summarize the thrust of our argument for a system-centered approach to CETA-ED linkages. Our position is that strengthening the CETA system will necessarily produce client benefits, while strengthening the client focus will not necessarily improve the CETA system. It is not a question of throwing out the baby with bath water; it is a question of keeping the tub clean and the water running.

APPENDIX Q

TEAM I CLOSING STATEMENT

IN SUPPORT OF CLIENT-CENTERED LINKAGE

BY: Dr. Margaret Dabney
School of Education
Virginia State University
Petersburg, Virginia
July 10, 1980

Sigmund Freud was once asked what a normal person should be able to do well. And his response was, "to love and to work." Now I must hasten to request that nobody leave here and report that my team advocated using CETA money to teach people how to love. In an election year, such a report might have devastating effects upon some of your programs. However, Freud's remark was by no means facetious. Let me reflect once more upon the plight of unemployed, disadvantaged, particularly minority people as they have been described here today. Many prospectives see that clients, especially Hispanics offenders, Black, etc., are moving into a life style that can only lead to a real inability to function in the work setting. This sets something outside the system which seems to lead to increasing bitterness, frustration and hostility. They need useful money-making skills. I think we've all agreed to that. But they also need a sense of worth, a feeling of acceptance and a sense of purpose.

The witnesses of team one have testified to the social dangers inherent in these conditions, and I have urged the need to use CETA essentially as a social tool to present or overcome alienation of a major segment of the population from the mainstream of the society. Now, for anyone who would scoff at this, may I remind you that the counter-cyclical aspect of CETA represented especially by PSE, is a widely accepted social tool for providing employment during periods of high unemployment, and I think the other social goal

is just as worthy. It appears that the more cyclical unemployment is addressed that the less structual unemployment is addressed.

Daniel Bell notes in a chapter in the Future State that more and more we are becoming a comment of society in which the public sector has a greater importance and in which the goods and services of the society will increasingly have to be purchased jointly. The linkages which are mandated or suggested by the terms of the various CETA titles are instances of such joint purchase of services. What matters most, it seems to me is the kind of social arrangements that we create to deal adequately with the problems. One of the things which has emerged today is that people-orientation becomes more pronounced it seems to me as we move to the local level. Also it becomes clear that these witnesses see the need for both task-orientation and people-orientation in staff. But I believe the team l witnesses have clearly supported the need for client-centered planning and programs and the linkages that support them. The potential benefits from linkages among titles and with agencies seem often to be reduced or barred by conflicting program regulations, inadequate planning, lack of communication and turf problems.

Since youth, particularly minority youths are disproportionately represented among the unemployed, youth employment should reach the higher priority than it now appears to receive among goals to be achieved in Virginia CETA programs. Schools should be able to take a leading role in preparing clients for developmental goals including this for the job market. However schools are a part of the reasons that many youths do not now have appropriate basic skills. Therefore drastic restructuring in school programs appears to be needed. It may be that CETA, LEA linkages, especially with vocational education, will be, if restructured properly, the catalyst

for positive change. Appropriate assessment of client needs should result in an individual employability plan which provides for equal emphasis upon human development needs and upon educational requirements and preparation for the world of work. The exact prescription should differ for individuals, age groups or clients of groups. It is required by CETA that clients' success be reflected in increased skills, job opportunities, and income, and by access to and retention in unsubsidized employment. Such program outcomes reflect appropriate, but it seems to me, and I think to members of our team, rather limited social goals. Unhappily, the character of our society is greatly determined and patterned by the structual organization of industry and the technology of mass production. This milieu affects the relationship of people toward themselves. They experience what Eric Frome calls a "marketing orientation." They experience themselves as things to be employed successfully on the market, not as active bearers of their own powers. They become in Eric Erikson's words "what they can learn to make work."

We are now in a position it seems to me, to return to the two propositions which I set forth earlier. Proposition 1: the efforts to cultivate and develop linkages must be informed by goals, policy formulations and program thrust which are consistant, determined by client needs which have conseptual integrity and which give promise of achieving CETA program outcomes; and Proposition 2: if the individual and peculiar needs of CETA clients are to be addressed effectively, it is of necessary to assess those needs carefully, to assess available resources and to integrate these resources into appropriate plans and programs. The arguments presented here and the evidence of the witnesses have confirmed, I believe, the validity of these propositions. I believe that these propositions have been shown to be valid, that it has

been demonstrated that CETA provides the necessary resources for client-centered linkages, and that client-centered linkages do in fact, contribute to the achievement of CETA goals.

APPENDIX R

TEAM II CLOSING STATEMENT

IN SUPPORT OF SYSTEM-CENTERED LINKAGES

BY: Dr. Ruth Montague
School of Education
Hampton Institute
Hampton, Virginia
July 10, 1980

I think my comments will be even more brief, because my approach was to recap what folks were saying in this last session, and given time contraints I hope their messages are in your ears. My closing remarks will recap the testaments of witnesses who have come forward to support the position that system-centered linkages are most facilitated with CETA goals, --- that those witnesses have made a compelling case for that view. The view that a system-centered approach and system-oriented changes are most useful in meeting CETA goals really relate to the issue that employability is what CETA is all about, and that the need is to set up an effective system to have that happen. I believe that my witnesses have been effective on two fronts; partly because of how they orient to the issue, and partly because of the things that they've said and the examples they gave. In terms of the way they operate and the way they presented their ideas, I think they represent a vocal portion of the CETA network in Virginia. That portion of the network is primarily oriented to issues of the CETA system per se. They begin with the focus on program operations, because of their belief that unless you have a well-mannered system, you won't be reaching the CETA goals of employment, maintained employment, higher income, etc. Part of that operational approach involves linkages and services, and in terms of time for example, again I feel unfortunate that there wasn't more time to

develop those. I thought Jean Rodgers' point was interesting, the first witness for our opponents, who was talking about people-oriented and task-oriented people. I think to some extent if my witnesses would accept this, they would be task-oriented people. Not to negate their human concerns, but because they perceive it as a means to reaching those same ends. I may be wrong in terms of how representative of you that is, but I think it is the position not only of a vocal, but a sizeable segment of the CETA system, in particularly, people who have found effective ways to design and implement a program to reach those goals.

I was struck by the skills of the people who appeared as witnesses on the opposing team, in that I think that was a particularly articulate, I won't say competent, because that is not the issue, but articulate in terms of being able to identify the needed human elements in the CETA system. I also hear some very good administrators talking from their perspective, and perhaps that gets at the point that several people have made that both elements seem to be involved; client-oriented approach and system approaches to let those clients' needs be met. The second thing that I think the witnesses have done this afternoon was to demonstrate that there are issues of program operations, linkages and services, that with the systems' approach, do indeed help one meet CETA goals and client outcome. For example, there were issues of program organization, staffing, staff development, evaluation and dissemination which were discussed, all of which involved system-oriented approaches through designing services, astablishing linkages and meeting needs. Evaluation really took several aspects in terms of assessment and follow-up, and dissemination really was covered in terms of their being clear of consistant messages, well maintained communications, all is part of the management plan of any good system.

In terms of the few examples from what witnesses have said today, let me choose a few, perhaps one from each to be paraphrased or quoted, depending on how accurate my notes are here. I hear Mr. Farrar saying that the bottom line is helping people, but with the structured system to meet their needs. I hear Mr. Ward saying that the purpose of CETA is employment in the private sector, and he was very vocal about the complex relationship service providers can get into to meet those needs, but that the system has to and be effectively in place to provide services. I hear Mrs. Lewis talking about reducing unemployment through training, starting with the system approach to try and meet client needs. I hear Mr. Clancy kind of concluding with the position that the economy here between client-centered and system-oriented approaches that might be somewhat forced, but without the system, there is no way to meet client needs. Perhaps I might conclude with what Dr. John Johnson said earlier today. He was talking about the CETA client and the difference between a person and a role, and said that people in CETA have become roles. They were put into that situation by the system, and maybe what is needed is for the system to get them back into the people role.

APPENDIX S

TEAM I OPENING STATEMENT

IN SUPPORT OF LOW-INTENSITY LINKAGES

BY: Dr. James Victor
School of Education
Hampton Institute
Hampton, Virginia
July 10, 1980

The Comprehensive Employment Training Act (CETA) is a complex, tedious and ambitious set of programs. Our central thesis is that positive outcomes can best be served by the dedicated professionals at the local level. CETA management is too "rational," that is, too bureaucratic. There are mountains of paper work. Much time and effort must be spent by program operators and staff members obtaining clarification to prevent being charged with non-compliance with federal regulations. Programs are in a state of continual change due to the frequently revised federal instructions. These revisions rather than local program and client needs dictate contract modifications and program adjustments. Often this state of confusion overrides the purpose of the act --- to deliver training and work opportunities to disadvantaged clients.

Federal stipulations, state policies and interpretations of regulations often interfere with clients getting the comprehensive services needed to promote their employability. Jurisdictional rules and problems of turf often keep clients from obtaining the full spectrum of services needed to facilitate planning, training, and job placement. Community based organizations continually meet frustration due to such limitations even when the appropriate services are available.

Linkages with Local Education Agencies may not be beneficial. Twenty-four million Americans are in the critical age span (16-24) in making the

transition from school to work. For almost four million of these Americans their transition is bumpy, difficult and they are at serious risk for not completing it successfully.

Four groups bear the brunt of these problems; young women, dropouts, minorities, and youth from poor families. While young women begin the transition period with a slight advantage over young men, by the time they reach 24, they have dropped significantly behind. The average woman over 25 who has not attended college earns on 60% as much as the average non-college male. Not only is she paid less for the same job, but many better paying positions are closed to her. The unemployment rate for school drop-outs is two to three as high as the rate for high school graduates. Minority youngsters experience more unemployment than white youth. Hispanics are substantially more likely than whites to be unemployed. Youth from poor families tend to enter the labor market at lower levels than their piers. Individuals from all four of these groups continue to be shortchanged through-out the school-to-work transition and so fall even further behind. They are more often unemployed, earn less, and obtain less desirable, unskilled jobs. Anyone who belongs to two or more of these groups has a much higher chance of being unable to find a job.

It is team one's contention that there is a dehumanizing effect trying to solve these problems from a rigid distant approach that is reflected in state or federal focus with superior/subordinate relationships and top-down planning. As John Johnson has so eloquently stated yesterday the CETA organization has developed the "Role" of the CETA client. In order to stay in existence, the organization must now foster and support the role. What is needed, we believe, is planning and program operations that relate to the individual as a person as opposed to the "role" of the CETA client. This concept calls for a return to what Seymore Sarason called a sense of "community."

The barriers to establishing effective linkages and consequently diminishing the effects of program outcomes are well established. Studies of a national impact, for example, Cassell and his colleagues at Northwestern University have documented common barriers to intergovernmental linkage and cooperation. Many of these barriers have been replicated many times including Phase I of this study documenting barriers to educational linkages in Virginia. We would like to enter material from the Cassell study (pp.21-26) and the Interim and Second Quarterly Report on the Case Study and Judicial Evaluation Model (Braithwaite, 1980).

For purposes of this discussion, let me bring to your attention five national issues that also have been described by Prime Sponsors and service delivery professionals in Virginia.

Confusing and Conflicting Regulations

This issue deals with aspects pertaining to legislation, written rules and regulations covering the aspirations of each agency, and the interpretation of those rules. The results are confusion and indecision of operations from changing policies, non-specificity of regulations, burdensome reporting requirements, etc.

Funding Cycle Problems

This issue relates to barriers presented by funding and planning cycles. It results in funding crisis, fiscal calendar problems, and lack of good faith commitments.

Information Issues

Information barriers reflect issues related to other agencies, clients, and labor market information. Concerns include the need for a common data base for clients, commonality of terms and definitions, a common referral system, and recognized labor market needs. Evaluation and measurement concerns include assessment of client strengths and weaknesses and evaluation of progress and success.

Turf

This issue deals with agency boundaries, competition for clients, awarding academic credit, power relationships, lack of commitment, and political distrust.

Goal Incongruence and Role Confusion

Some roles and clients of agencies overlap, often leading to diffuse and sometimes converging goals, resulting in duplication of service, problems of role perception, and problems recruiting appropriate clients.

It is striking how these issues reflect the heart of the "High Intensity" - "Low Intensity" issue, namely regulations and rules developed with a Top-Down Planning federal focus and rigid interpretations that limit direct services to clients.

Team one will present witnesses today to document program philosophy, program experiences and examples that will substantiate this case.

APPENDIX T

TEAM II OPENING STATEMENT

ARGUMENT IN SUPPORT OF HIGH INTENSITY LINKAGES

by Dr. Sam Massenberg
National Aeronautical and Space Administration
July 10, 1980

Thomas Gilbert in his book, Human Competence, lists these steps for the development of human competence: First I would have to be able to define human competence in a precise and unambiguous way that would be reasonable to those seriously interested in the subject. Next, I must have a method for measuring competence with considerable precision. Third, I would need a model for engineering human competence for finding out why it is lacking and what to do to get more of it. Finally, I must be able to translate the theoretical principles that met these criteria into step by step procedures thoroughly proven in a great variety of applications and especially in those two places where competence is so important at work and at schools. I submit that this development of human competence is what CETA should ideally be about.

This morning I'll begin by providing you with an operational definition of high intensity educational linkages. Organizational relationships, communications, coordination, and colaboration that have the elements of powerful levels of activity between components and agencies of the CETA network produce more effective services and more effective network relationships. This characterization is descriptive of high intensity educational linkages that are effective in providing the following outcomes:

1) model training programs that optimize positive terminations and stable employment for the participants
2) focuses on compliance with state and federal guidelines with special emphasis on maximizing organizational outcomes within the constraints of these guidelines

3) Top-down planning that provides clear, precise operating parameters and funding to optimize programs. Such a system is predicated on feedback through a closed-loop system.

4) A system or organizational rigidity that provides all components of the CETA network with a framework of stable and ongoing relationships.

Such relationships strongly imply: carefully planned client intake, with professional counselors to meet the individual needs of clients; client assessment designed around the best measurement instruments and techniques available; participant referral based on individualized determination of the most appropriate training - whether it be OJT, Work Experience or classroom training; participant human development for the acquisition of new coping skills; job placement in a setting that is conducive to job satisfaction with an environmental climate that is supportive and enriching and finally, a CETA network that tracks the positively terminated participant through several years of successful employment activity, providing career development and other essential follow-up services.

Despite some modest successes, CETA has been plagued with a myriad of problems that have complicated the process of serving the needs of the disadvantaged and unemployed CETA client.

Gregory Wurzburg and Joseph Colmen, in their 1979 Evaluation of CETA Employment and Training Programs for Youth, quite candidly discussed the failings of this massive social program (Wurzburg and Colmen report). The system fails to operate effectively when authority is diffused, when budget levels are changed in mid-stream, when staff turnover is high and staff experience levels are low, when terms of the CETA-LEA agreements are uncertain, when the program is perceived to be merely temporary, and when LEA's cannot predict with any reliability what the future student load or level of operation will be.

Goal variances between training institutions and the components of the CETA programs provide a dichotomy. Educational institutions, both public and private, have a traditional way of "educating" a student (client). This process changes little from year to year. It is, in effect, a static system based on custom, habit, local value systems and regional culture. Until now, no amount of federal prompting could force LEAs into modifying their system to accommodate the "new student", the CETA client. This presents a dilemma for program administrators, stake-holders and community leaders. What is absent is a powerful top-down series of directives and instructions from the Department of Labor and the Department of Education, with endorsement from the regional accrediting agencies. This form of high intensity linkage would be exceedingly effective in bringing about program improvements and program acceptance.

What is needed by all of the constituencies of the CETA network is stability, predictability, coordination, formalization, professionalism, and an understanding of the complexity of the system.

Senator Jacob Javits, in describing attempts at implementing a CETA component program, stated:

"Competition between prime sponsors and local education agencies has been the rule, while cooperation has been the exception. There is a need to nudge these two competing systems closer together, so that the in-school labor force can be served in a more efficient and sensible manner."

Again the need is demonstrated for a program of central direction and central control. The instability of local control and local autonomy suggests that with 460 prime sponsors nationally, there are 460 separate CETA programs, some operating independently from the Department of Labor guidelines. These programs represent the worst in low intensity linkages and fail to fulfill the stipulated goals of CETA.

Successful CETA programs show the characteristics of high intensity linkages, which are strong ties between the agencies, consistent problem resolution, high rates of positive terminations, education and training programs designed to meet CETA goals and lower rates of unemployment and underemployment.

It has been predicted by Reif and Newstrom that in the next decade, 75 per cent of the labor force will be engaged in manufacturing goods and providing services that either have not yet been invented or are not available today. Sheer dynamics of this prediction suggest that the CETA network must conduct its planning process based on the best available job market projections to achieve positive terminations and effective placement. Strong implications are present to justify the use of a professional level of career development counseling to provide an intervention model for CETA participants who must be made aware of the need for the indentification of and retraining for a second or a third career entry.

Use of the sophisticated techniques recommended above suggests a high intensity linkage arrangement between the various components of the CETA network. These examples fortify the dynamic concept of high intensity linkages and the necessity for sophisticated centrally controlled networks. Manpower planning systems cannot be decentralized, locally operated efforts, but must instead be a complex design network of predictive, research oriented, national ventures.

Kellogg, in his book on "Career Management" and Anderson in his article, 'Planning for Career Growth", both stated that: the likelihood of achievement in a career is much greater if an employee or potential employee is constantly aligning his or her talents and interests to the growth opportunities available within many organizations. A person does not achieve one "master career plan"

that will last for the decades to come. It must be a fairly continuous series of decisions. The plan must have a great deal of flexibility written into it, and to be workable, it must be periodically updated. Again, a process with the indicated level of sophistication requires high intensity linkages to meet CETA goals.

Evaluation of CETA educational linkages of the Baltimore metropolitan area conducted by Wurzburg and Colmen found an ideal linkage arrangement. Political, administrative, municipal, county school systems, funding mechanisms and CETA stakeholders were all effectively brought under a unified control that proved to be a model of high intensity linkages.

Juan Cameron in his "Fortune Magazine" article, April 1979 issue, entitled "How CETA Came to be a Four-Letter Word" portrays the waste and failures of CETA as well as the frustrations of official at every level. In describing the CETA program operating in Houston, Texas, Cameron reports: "Houston's record is not unlike that of most of the 460 other so-called prime sponsors of CETA -- primarily the governing bodies at county and city levels. Almost all of them are equally afflicted by a lack of firm policy guidelines and by persistent revision of regulations. The billions of federal dollars suddenly pumped into the program have obviously overtaxed the capacity of often inenperienced managers."

Most abuses have been in the public sector component of the program, but even the summer youth program appears to be shackled with waste and inefficiency. As reported by Cameron - Senator Lawton Chiles of Florida, strong critic of CETA mismanagement, has charged the summer youth program with having a plainly adverse effect on youth whom it is supposed to prepare for the job market. The Senator says that, from watching their indolent and indifferent supervisors, the young trainees get such a strong message of cynicism and corruption that it

cannot fail to carry over into their attitudes about work, crime and society. The Senator has made a very strong statement, with obvious political overtones, but he is characterizing a network of low intensity linkages with poor planning, poor implementation and poor program operation.

Cameron modifies his stance when describing another CETA component by saying: There is no clear nationwide evidence to date for fairly judging the other major CETA effort - the vocational training provided in classrooms or on the job by literally thousands of subcontractors at more than 30,000 sites. The programs in a few cities - notably Albuquerque and Baltimore - report good results in placing their graduates in unsubsidized employment. Again the demonstration of high intensity educational linkages can provide a program success model.

Once private industry develops a stable relationship with CETA stakeholders, there will be increased interest in the development of high intensity linkages to interface with the complex organizational behavior of industrial organizations. Title VII monies and tax incentives may be seductive enough to bring industry to that level of participation.

In closing, as we view the linkages existing in the CETA network in Virginia, it is important to reflect on the models we have reviewed today. There are definite programmatic advantages to high intensity linkages and these advantages can provide successful programs for the Commonwealth.

Each witness I will present today will testify to the necessity of high intensity linkages if CETA goals are to be met. By contrast, our colleagues who are proponents of low intensity linkages can only deceive you into believing that their position is supportable. They are baying at the moon in the bright sunlight of day!

APPENDIX U

TEAM I CLOSING STATEMENT

IN SUPPORT OF LOW-INTENSITY LINKAGE

by Dr. James Victor
School of Education
Hampton Institute
Hampton, Virginia
July 10, 1980

Our colleagues have contended that top-down planning provides for appropriate feedback. While our witnesses have in turn described to you the difficulties of obtaining information on the variety of relevant issues needed in program operation, in like manner low-intensity or local control is described as relating to instability, poor management and waste. Let me ask you your impression of Team I witnesses. Do you judge them to be competent? Do you judge them to be committed to their clients' needs? Would you want them to have more control over developing services for their clients? Please note the minority makeup of our witnesses and other local or low-intensity represented programs. This more closely matches the makeup of the CETA client than the makeup of high personnel, high-intensity personnel in the state of Virginia and I suggest elsewhere. Do you think that this has anything to do with the satisfaction of top-down planning within the top administrative structure? With the satisfaction of superior-subordinate relationships? With the rigidity of rules and regulations?

CETA by definition is a program for the economically disadvantaged, a group of minorities is all too common. I ask you the question, "Are these programs meeting the needs of the hard-core unemployed?" Team I has illustrated the level at which these individuals are at in gaining the transition from school to work. And these individuals also fall further and further behind. Don't you believe that those professionals that are on the

front line, the community program operators, ought to have a direct, clear focus in planning policy and program operations? Team I clearly demonstrated that Virginia has all of the linkage problems and some unique problems as other CETA participants throughout the country. These problems of confusing and conflicting regulations, I might note, also described by some of the members of Team II, funding cycle problems, information issues, turf, goal incongruence, and role confusion. We ask you to consider the importance of low-intensity linkages. We in particular ask you to study the need for a recommendation on the structure of the balance of state and its funding procedures.

APPENDIX V

TEAM II CLOSING STATEMENT

IN SUPPORT OF HIGH INTENSITY LINKAGE

by Dr. Sam Massenberg
National Aeronautical and Space Administration
Hampton, Virginia
July 10, 1980

In the absence of factual data, my esteemed colleague has reduced his argument to an emotional level and I would like the panel to take note of that. I'd like to repeat my operational definition of high-intensity educational linkages. Organizational relationships, communications, coordination, and collaboration that have the elements of powerful levels of activity between components and agencies of the CETA network produce more effective services and more effective network relationships. This characterization is descriptive of high-intensity linkages that are effective in producing the following outcomes: model training programs, and we saw those demonstrated or heard those demonstrated today both in Richmond and in the Hampton area focus on compliance with state and federal guidelines with special emphasis on maximizing organizational outcomes within the constraints of these guidelines and I think we had that illustrated several times where effective programs, efficient programs were being operated within the guidelines, top-down planning that provides clear, precise operating parameters, and funding to optimize programs. Such a system is predicated on feedback in a closed-loop system, a system of organizational rigidity that provides all components of the CETA network with a framework of stable and ongoing relationships. Again, our witnesses presented today ample testimony to indicate that there <u>is</u> a high-intensity linkage relationship existing in Virginia and I think there is enough support buttressing those statements that make it quite clear that these conditions exist. I would like to remind the panel that human testimony as practiced in the

Judicial Evaluation Model, draws upon opinion, attitudes, experiences, as well as factual data and I think these are the dynamics that make the Judicial Evaluation Model a very special kind of evaluation instrument. I would like in closing to suggest to the panel that we have presented a very strong case in support of high-intensity linkages and we feel that your finding will be based on that evidence.

APPENDIX W

JUDICIAL EVALUATION MODEL

July 9-10, 1980

AUDIENCE EVALUATION

1. In general this forum was:

	Not Very				Very
Stimulating	1	2	3	4	5
Informative	1	2	3	4	5
Exciting	1	2	3	4	5
Interesting	1	2	3	4	5
Understandable	1	2	3	4	5
Innovative	1	2	3	4	5
Useful	1	2	3	4	5

2. Briefly describe your perceptions and reactions to the JEM process for clarifying Issue I.

3. Briefly describe your perceptions and reactions to the JEM process for clarifying Issue II.

4. How many did you attend?

_____Attended both days _____Attended first day only

_____Attended second day only

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